REPORT No. 10
1989

HERITAGE

A SUMMARY

PREPARED BY : POLICY DEVELOPMENT DIVISION
METROPOLITAN TORONTO PLANNING DEPARTMENT

METROPOLITAN PLAN REVIEW

The Municipality of Metropolitan Toronto

INFORMATION TO THE READER

This report is one of a series of background and proposal studies undertaken in the general area of "heritage conservation" as part of the Metropolitan Plan Review.

All members of the community are invited to comment on the matters presented. It is hoped that individuals and organizations with particular expertise on items raised here will convey their conclusions, concerns and recommendations. These comments will be considered and reported in the preparation of policy recommendations which will follow.

Submissions should be sent to:

Metropolitan Toronto Planning Department
Policy Development Division
East Tower, 11th Floor
City Hall
Toronto, Ontario
M5H 2N1

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The "Metropolitan Plan Review" is a program to review the Official Plan For the Urban Structure: Metropolitan Toronto. The program was adopted by Metropolitan Council in March of 1986 and is available in printed form as "Report No. 1: Program, Metropolitan Plan Review". Copies are available from the above address.

HERITAGE

SUMMARY

1.0 HERITAGE CONSERVATION IN THE COMMUNITY

1.1 What is Heritage Conservation?

"Heritage" is defined as encompassing "the tangible and intangible aspects of our natural and cultural past from prehistory to the present" (Canadian Museum Association). It includes elements of the natural environment, archaeological sites and artifacts, cultural tradition, as well as historical buildings and structures.

Conservation of our heritage is an increasingly important public objective, closely associated with today's rejuvenated environmental awareness. The preservation of familiar features and landmarks gives a sense of continuity to the urban community. Heritage conservation is an attempt to retain this sense of continuity in the face of rapid change.

Metropolitan Toronto has an interest in the Valleys and Waterfront, both potential areas of heritage conservation. In addition, the corporation owns or manages a substantial portfolio of buildings and structures, and has an interest in the history of the municipality.

This report will focus on the role Metropolitan Toronto might play in relation to the buildings, sites, artifacts and records under its jurisdiction.

1.2 A Case for Conservation

The rationale for maintaining the records of our past are varied:

- Heritage conservation is good business. European cities benefit from the attractions of their architecture and sense of history. Glimpses of our heritage provide an attractive counterpoint to the modern and post-modern architecture of our cities. This lends a sense of uniqueness and added interest for the visitor, a fact substantiated by tourist surveys.

- Renovation of older buildings is labour intensive and provides employment. Private initiative in this area can be encouraged by indication of public sector support.

- Renovation of older buildings increases property values, and potentially increases municipal revenues.

- The past is an indivisible part of our lives, a collection of individual and shared memories. Heritage conservation helps create a sense of place and continuity, both vital to maintaining a distinctive environment and a record of society's development.

There are many reasons to preserve our heritage. The challenge is to provided an approach which builds on the varied concerns of the municipality and its residents.

1.3 The Participants in Conservation

Heritage conservation as it exists in Metropolitan Toronto results from a combination of public, private and citizen volunteer initiatives:

- The provincial government assumes a key role through the Ontario Heritage Act which provides for the designation of heritage buildings, supports the Ontario Heritage Foundation and provides grants as well as expertise to municipalities, non-profit organizations and property owners;

- Municipalities may be involved in heritage conservation through support of a local Architectural Conservation Advisory Committee (LACAC) or historical board and through funding of museums or restoration projects;

- Provision of density bonuses or density transfer on zoning bylaws to encourage retention of heritage buildings is also a municipal initiative;

- Volunteers give generously of their time as members of LACACs, providing support to municipal councils, in undertaking research, raising money for restoration projects or staffing heritage projects open to the public.

- Private firms and individuals have restored older buildings, providing them with a new economic use and have succeeded in preserving the scale of entire areas such as Cabbagetown or the Annex.

Taken together, heritage conservation is a partnership of

interests. It does not imply static preservation but allows for the re-use and adaptation of buildings while preserving important features or characteristics.

2.0 TOWARD A METROPOLITAN TORONTO ROLE IN HERITAGE CONSERVATION

2.1 The Official Plan

The Metropolitan Official Plan defines the Corporation's role in heritage conservation primarily in relation to the buildings and sites under municipal jurisdiction. The policies are rather cautiously worded, indicating, for instance, that the structures in Exhibition Park be preserved where feasible.

A more useful policy would direct the preparation of a program for use and maintenance of the Metropolitan heritage facilities, as well as criteria identifying buildings and sites of historic value. However, the thrust of the policy, directing activity primarily to buildings and sites within our own jurisdiction, provides a basis for definition of a Metropolitan Toronto role.

2.2 Buildings and Structures

Metropolitan Toronto owns 31 heritage buildings and structures. However, in undertaking this study, it was discovered that there is no complete Metro inventory of these buildings and structures which illustrates (with photographs) the important features, and no overall program for maintenance of these features or a long-range plan for their use, re-use

or disposal (other than for those which fulfil an operating function).

The majority of these buildings accommodate a function of government responsibility such as the R.C. Harris Filtration Plant or buildings at Exhibition Place. Others were acquired as part of a larger property (i.e. St. Andrews-by-the-Lake Church on Toronto Island) or to save them from destruction (i.e. Old City Hall). Maintenance of the latter categories is often difficult if an alternate economic use is not found.

Funding from senior levels of government for the rehabilitation of heritage buildings is available in some instances. However, in the absence of a coordinated approach to heritage management, familiarity with the requirements of grant programs is lacking in the Corporation.

Artifacts acquired occasionally in conjunction with buildings present a particular problem since Metro has no facilities for display or preservation. In most instances no record is kept of these artifacts, storage is haphazard, and they easily could be mislaid or disposed of by staff unaware of their importance.

As a first step in assuming responsibility for the heritage within its care, Metropolitan Toronto needs to develop criteria for the acquisition, retention and maintenance of heritage buildings. These should be based on the criteria developed by the Ontario Heritage Foundation but should include reference to buildings, artifacts, or documents reflecting Metropolitan Toronto's development as a corporation, as well as those which straddle municipal

boundaries.

An inventory of Metropolitan Toronto's heritage resources should be undertaken. This inventory should identify important features and would provide the basis for developing a long-range plan for use, maintenance or disposal. If sale or lease of the facility is proposed, an agreement should be executed prior to disposal to ensure maintenance of the heritage features.

2.3 The Natural Environment and Archaeological Sites

Metropolitan Toronto manages approximately 3955 hectares of open space along the major river valleys and waterfront. Archaeological sites of national importance have been identified, particularly in the valleys. The municipality should seek funding from senior levels of government for further investigation, protection of the sites and establishment of an interpretive centre.

Important geological features such as the Scarborough Bluffs and the Toronto Brickyard site should become part of a public education program, at least through the use of plaques or other explanatory material.

The valleys themselves are part of our heritage. There are different schools of thought about environmental management. However, given the extent of the valley system, identification of one or two specific areas as examples of native species and careful maintenance to maintain and enhance the original forest should be undertaken.

2.4 Metropolitan History

Metropolitan Toronto has established an Archives Division. This will undoubtedly enhance in the public and corporate mind the importance of recording the heritage of the region and the individuals who have contributed to it.

2.5 Results of Consultation

Metropolitan Toronto should take a more active role in heritage conservation. That was the general theme emerging from discussions with representatives of local heritage groups. Equally definite was the message that a Metropolitan Toronto role should not infringe upon existing local interests. Essentially it was proposed that Metropolitan Toronto assume a stronger role in defining guidelines and criteria for heritage conservation, should provide a coordinating role in supporting heritage groups (both public and private), and provide leadership through its policies in managing Metropolitan heritage resources.

2.6 Conclusion

Metropolitan Toronto's present Official Plan policies on heritage conservation are weak. While maintenance of our facilities has been excellent, the lack of a defined program results in a lack of coordination and potential loss or damage of our heritage resources. No catalogue of buildings or artifacts exist; no individual is responsible for coordinating heritage input if renovations are undertaken; no individual is charged with maintaining the physical history of the Corporation; and no official point of contact exists between the Corporation and other heritage bodies, including

the Federal and Provincial Governments who provide grants for some aspects of conservation.

Establishment of a Heritage Coordinator position in the Corporation would provide a single focus for matters of this sort. A Heritage Conservation Officer could also provide useful assistance to local organizations involved in heritage conservation but should not assume any part of their responsibilities.

Metropolitan Toronto through its various departments and agencies owns or manages a remarkable array of buildings, structures, artifacts of historic interest to the community, as well as managing open space areas containing unique topographical, geological and archaeological elements. Metropolitan Toronto has spent considerable sums on maintenance but no overall coordination of objectives, or even cataloguing of existing resources is available. It is time for the Corporation to develop objectives to guide the management and coordination of heritage activities.

PUBLICATION ORDER FORM

To obtain an additional copy of the complete report on:

"HERITAGE"

mail this page with the completed address and a cheque or money order for $3.00 payable to the Municipality of Metropolitan Toronto.

Address:

Metropolitan Toronto Planning Department
East Tower, 11th Floor
City Hall
Toronto, Ontario
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Municipality _____

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1989

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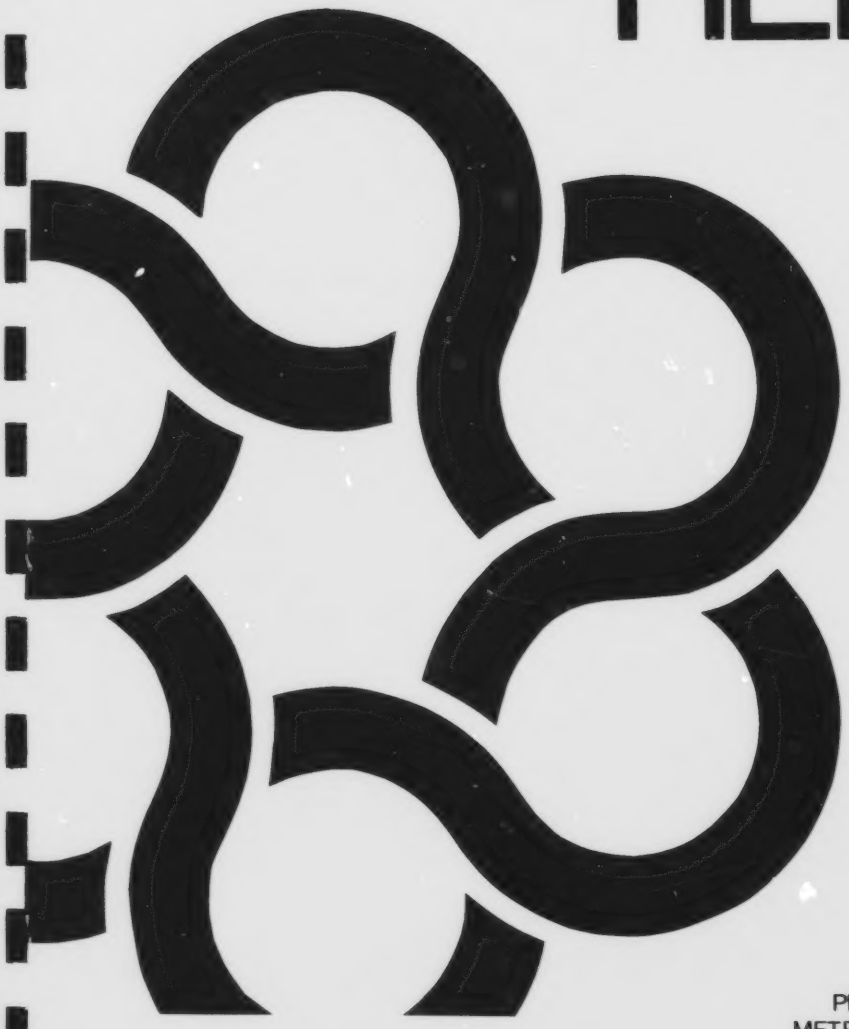

PREPARED BY : POLICY DEVELOPMENT DIVISION
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The Municipality of Metropolitan Toronto

Metropolitan Plan Review

Report No. 10

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A background document in the review of
"The Official Plan For the Urban Structure:
Metropolitan Toronto"

Prepared by the Policy Development Division of
Metropolitan Toronto Planning Department

1989

I

PREFACE

The Official Plan for the Municipality of Metropolitan Toronto, entitled "Official Plan For The Urban Structure: Metropolitan Toronto," was adopted and largely approved in 1980. The Plan applies to the Metropolitan Planning Area comprised of the Cities of Toronto, Etobicoke, York, North York and Scarborough and the Borough of East York. This area is illustrated on Figure 1.

In March 1986, the Metropolitan Council approved a program to review the Plan. That program has been published as "Report No. 1: Program", (April 1986, Metropolitan Toronto Planning Department) and copies are available from the Department.

The Metropolitan Plan Review looks at five major subject areas, namely:

- regional assumptions and the concept;
- housing and residential development;
- employment areas and activities;
- transportation; and,
- open space and environment.

Phase 1 of the review process, of which this study is a component, is the preparation and publication of a series of background reports covering the above five subject areas. Community response to those reports is an integral part of the Metropolitan Plan Review and is encouraged from all sectors and levels of the community. All responses will be considered in any subsequent policy reports recommending revision to existing policy.

This report on Heritage Conservation in Metropolitan Toronto is a background report which is the first of the reports

examining aspects of the Urban Environment in Metropolitan Toronto.

Boundary of Metropolitan Toronto Planning Area
Municipal Boundary within Metro Toronto
Surrounding Municipal Boundary

FIGURE 1 : THE METROPOLITAN TORONTO PLANNING AREA

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Conservation of our heritage is an increasingly important public objective, closely associated with today's rejuvenated environmental awareness. The preservation of familiar features and landmarks gives a sense of continuity to the urban community. Heritage conservation is an attempt to retain this sense of continuity in the face of rapid change.

Metropolitan Toronto has an interest in the Valleys and Waterfront, both potential areas of heritage conservation. In addition, the corporation owns or manages a substantial portfolio of buildings and structures, and has an interest in the history of the municipality.

This report will focus on the role Metropolitan Toronto might play in relation to the buildings, sites, artifacts and records under its jurisdiction.

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There are many reasons to preserve our heritage. The challenge is to provided an approach which builds on the varied concerns of the municipality and its residents.

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1.0 INTRODUCTION

1.1 What is Heritage Conservation?

"Heritage" is defined as encompassing "the tangible and intangible aspects of our natural and cultural past from prehistory to the present" (Canadian Museum Association). It includes elements of the natural environment, archaeological sites and artifacts, cultural tradition, as well as historical buildings and structures.

Conservation of our heritage is an increasingly important public objective, closely associated with today's heightened environmental awareness. The preservation of familiar features and landmarks gives a sense of continuity to the urban community. Heritage conservation is an attempt to retain this sense of continuity in the face of rapid change.

Metropolitan Toronto contains a wide variety of sites which display both our natural and man-made heritage.

Natural Heritage includes unique geological features as well as important biological and scenic characteristics. The Scarborough Bluffs and the old Toronto Brick Works in the Don Valley are examples of unusual geological formations; the valleys, particularly the Rouge and the west branch of the Humber, still contain relatively unspoiled natural areas.

Artifacts connected with former cultures and earlier generations of today's culture form our archaeological heritage. These artifacts may include evidence of buildings or campsites, utensils, weapons and other man-made materials which give us information about previous inhabitants of the area. Many archaeological finds are discovered unexpectedly

during excavation, flooding, erosion and similar activities. Areas particularly rich in archaeological potential are shorelines of lakes and rivers, waterfronts and agricultural landscapes. In Metropolitan Toronto, these include Fort Rouille in Exhibition Place, the wharves of Toronto's old waterfront at the Esplanade and traces of Indian settlements in the valleys.

We are most familiar with our architectural heritage which includes buildings of historical and/or architectural significance as well as structures such as statues, bridges, and even fence lines. The Old City Hall and buildings at Exhibition Place immediately come to mind.

Cultural heritage includes both oral and written traditions which distinguish one society from another. The establishment of the Metropolitan Toronto Archives indicates the intent to document a government institution. The City of Toronto preserves important written and pictorial records of this area, and numerous museums and historical societies record the origin of our present society.

1.2 Patterns of Historical Conservation

Fifteen years ago James Weller was commissioned to prepare a study on the management of historical resources as one of the background studies for the Metropolitan Official Plan. The report's proposal for a stronger Metro role in Heritage Conservation and the suggestion of various organizational options was not adopted. However, the report remains one of the most thoughtful and knowledgeable discussions of the problems and possibilities of historical preservation, as well

as a summary of activities of government and volunteer organizations in the Metropolitan Toronto area.

One of the most surprising aspects of the report is the fact that in the intervening years very little has changed. The provincial Act which was about to be promulgated (The Ontario Heritage Act) remains essentially unchanged; the same organizational structures are in place; funding mechanisms are essentially the same although the Ministry of Culture and Communications does have a number of new funding programs in place; some additional buildings have come under the management of government or volunteer organizations. The only major new initiative (which was under consideration at the time the report was written) is the institution of density bonuses in municipal official plans and zoning by-laws to encourage the retention of heritage buildings. These are utilized primarily by the City of Toronto, although they exist in the documents of other municipalities.

One of the contributions of the Weller report is a description of five kinds or levels of activity in heritage conservation. These are reproduced on Figure 2.

This provides a useful analysis of areas of activity which will be referred to later in the discussion of a potential role for Metropolitan Toronto.

The table recognizes historical records and artifacts, "living museums", preservation of buildings and conservation of districts, as well as the potential for a planning policy underlying the foregoing initiatives. Although the heritage value of open space is alluded to, neither the table nor the

FIGURE 2

INTENSITY OF INVOLVEMENT

ACTIVITIES	DESCRIPTION	ACTIVE AGENTS & AGENCIES
Collection	collection and display of artifacts, relics, and information of heritage value	museums, libraries, archives, galleries, curators, museologists, librarian, archivists historians, historical boards and societies.
Restoration	recreation of "slices of time" through restoration of sites and buildings, and re enactment of special and daily events in such settings	all of the above plus "living museums", and restoration architects
Preservation of Buildings	the protection, renovation, and rehabilitation of buildings, or groups of buildings, deemed to be of historical or architectural merit for daily use in the life of the community.	all of the above, as sources of information and assistance, plus architects and community groups
Conservation of Districts (including both buildings and open space)	the protection of districts deemed to be of architectural or historical or social or cultural merit through the retention and enhancement of their significant physical and/or social features	all of preservation (above), plus planners and builders. Co-operation of developers
Historical Dimension as a Planning Priority	the selective use of historically significant features found within the community as a whole as a major input into the design considerations of (a) areas in need of further or revitalization or, (b) in the development of new or growing neighbourhoods	all of the above plus active participation of developers

subsequent discussion addressed the heritage value of natural resources either for its scenic value, association with historic events or its record of geological formations. Given Metropolitan Toronto's administration of waterfront and major valley resources this is a significant omission. However, the analysis is an important starting point for discussion of heritage conservation which remains valid today.

1.3 A Case for Conservation

Heritage Conservation achieves prominence only when a building or area widely recognized by the public is threatened with destruction or major alteration. This was the case in the mid 1960's when demolition of Toronto's Old City Hall was proposed to make way for the Eaton Centre. In that instance Metro acquired the building and became the hero of the day. More recently Metro's proposal to demolish the Music Building at Exhibition Place cast the municipality in the role of despoiler of the public's heritage. A proposal for public and private funding for restoration may result in reconstruction of the building.

The rationale for conservation should be based on more than ad hoc initiatives. Ideally, a program outlining the various aspects of heritage conservation should be developed. However, the rationale for maintaining the records of our past are varied:

Tourism

Heritage conservation is good business. A 1986 study conducted by the U.S. Pleasure Travel Market found that 87% of visitors to Canada were American and accounted for 75% of foreign tourist expenditures. Respondents to the survey stated that they were

attracted to Canada because of the "foreign" atmosphere created by ethnic diversity and by the buildings and scenery.

European cities, such as Paris, Venice, Salzburg and London, profit from tourism. Their culture and history, as expressed in a rich and varied architectural tradition, are the basis of their attraction for visitors. A great deal of money and organization is lavished on maintaining and promoting the historic aspects of these cities.

While Metro does not offer the sweep of history found in European cities, it does contain some noteworthy and unique buildings and areas which represent the early days of settlement. These lend a sense of uniqueness to the city, and added interest for the visitor.

Employment

The rehabilitation of older buildings in Metropolitan Toronto has encouraged growth of real estate values as well as creating additional employment. A 1986 study by Canada Mortgage and Housing Corporation found that renovation is more than twice as labour-intensive as new construction. The study found that 27.8 jobs per million dollars of expenditures were created by renovation in comparison to 12.8 jobs per million dollars expended for new construction.

Municipal Finance

Renovation and rehabilitation of older buildings has been shown in several U.S. studies to increase property values anywhere from 9% to as much as 43% per year over a four-year period following

renovation. The most positive return to the municipality is increased assessment. Vancouver's historic Gastown saw an increase in the tax base of 50.5% after inflation when renovation had been completed.

Cultural Identity

The past is an indivisible part of our lives. It is a collection of individual and shared memories of people, places and events that together have shaped us as part of the Metropolitan community. In the urban environment, older buildings represent a major element of the past as a reminder of the society that built them. Records of institutions and events are an important reference about the development of our society and culture. The form and presentation of the built environment influence the way citizens view their city. Heritage conservation offers Metro residents a sense of place and a sense of continuity. It is vital to maintaining a distinctive environment.

Environmental Integrity

Buildings and structures provide a record of society's development. The natural environment, both in scenic beauty and as a geological records, acts as a counterpoint to the built environment.

There are many reasons to preserve our heritage. The challenge is to provide an approach which builds on the varied concerns of the community.

1.4 Public or Private Responsibility?

Heritage conservation as it exists in Metropolitan Toronto results from a combination of public, private and citizen volunteer initiatives.

Public Initiatives

- the Provincial government assumes a key role through the Ontario Heritage Act which provides for the designation of heritage buildings, supports the Ontario Heritage Foundation and provides grants as well as expertise to municipalities, non-profit organizations and property owners. These activities are discussed in Section 3.0 and Appendices C and D.

Access to provincial funding mechanisms is a time consuming process, particularly for volunteer organizations or private individuals.

- municipalities may be involved in heritage conservation through support of a Local Architectural Conservation Advisory Committee (LACAC) or Historical Board; through funding of museums or restoration projects; and through maintenance of their own heritage buildings, many of which serve a municipal function. Metropolitan Toronto owns 31 such buildings and structures (see Appendix H).

- municipalities may act as regulatory agencies by designating heritage buildings which provides limited protection against demolition. Provision of density bonuses in zoning bylaws

is a recent tool used most notably by the City of Toronto to encourage retention of heritage buildings (see Section 3 and Appendix E).

- the establishment of a municipal archives can be an important tool in preserving records of local history.

Where municipalities lack trained staff, implementation of these above measures is often difficult.

Volunteer Activity

- LACAC's, which play an important advisory role to municipalities in designating or acquiring heritage buildings, are composed of knowledgeable citizens who give generously of their time in researching local history and advising municipal councils, particularly in relation to identification and listing or designation of heritage buildings (see Appendix C).

- Volunteers often staff "living museums", where a visitor can see everyday life as it existed many years ago. They also research the history of specific areas within a municipality. On a number of occasions citizen groups have formed spontaneously to work for the preservation of a building threatened with demolition. Actions to save the Old Toronto City Hall and Union Station are well known examples.

Volunteer groups are often subject to periods of activity when there is a cause to respond to or a nucleus of committed members, followed by periods of relative inactivity.

Private Initiatives

- much of the preservation of historic buildings and even districts has taken place privately. The Flat Iron Building is a case in point, while residents have succeeded in retaining the scale of entire districts such as Cabbagetown, the Annex or Riverdale.

With the recent expansion of the Central Area east and west of the financial district, dilapidated warehouses and factories have found new life as smart boutiques and offices; unique structures such as the Flat Iron Building have been rehabilitated.

- the provision of density transfers has resulted in the restoration of a number of buildings which add interest to the soaring lines of modern or post-modern architecture.

Private rehabilitation of historic buildings is dependent on public interest and leadership in preserving unique structures and an economy which makes it feasible to rehabilitate and reuse older buildings. In that context, historic preservation is a partnership of government regulation, private money and an economy that responds to the unique and is willing to adapt today's space requirements to traditional forms. It does not imply static preservation but allows for the reuse and adaptation of buildings while preserving important features or characteristics.

2.0 METRO'S PRESENT ROLE IN HERITAGE CONSERVATION

2.1 The Official Plan Perspective

The Official Plan takes a cautious approach to the Metropolitan role in heritage conservation.

Section 3 (Concept for the Urban Structure) states:

> "**Heritage resources** exist throughout the Planning Area and their conservation will be a factor in consideration of development." (Section 3.B.4.d)

Section 9 (Environmental Management) enlarges on that theme:

> "The Corporation, within its jurisdiction and specifically with respect to its properties, shall encourage and pursue programmes and actions which protect places and structures of importance to the **heritage** of the Metropolitan community." (Section 9.G.1)

However, policies directed to specific areas or facilities are surprisingly vague, even where Metro has substantial ownership:

> The Waterfront:
>
> "...In approving plans or projects to develop the waterfront, Council shall be guided by the following:
>
> (g) areas of **historical interest**." (Section 8.E.1.g)

> Exhibition Park:
>
> "The Exhibition Park Plan will have consideration for:
>
> (d) preserving, <u>where feasible</u>, the existing physical

> structures and monuments which reflect the historical development and character of Exhibition Park." (Section 8.F.2.d)

Based on these policies, the Metropolitan interest in heritage centres primarily on the buildings owned by the Corporation. While these have been well maintained by the Corporation, restoration and maintenance are done on an ad hoc basis. No specific program or strategy exists to guide Metropolitan action in respect to its own heritage buildings or other significant heritage structures in the community. It is unclear whether the feasibility of preservation of buildings at Exhibition Park (S.8.F.2.&) is dependent on structural considerations or the possibility of site redevelopment which would preclude retention of the buildings.

A more useful policy would direct the preparation of a program of use and maintenance, as well as development of criteria identifying buildings and sites of heritage value.

2.2 Management Responsibility

Metro is the landlord for an impressive portfolio of historic buildings and structures (Appendix H). However, in undertaking this study it was discovered that there was no complete Metro inventory of the historic buildings which illustrates (with photographs) the important features and no overall program for maintenance of these features or a long-range plan for their use (other than for those which fulfil an operating function).

Buildings of historical significance owned by Metropolitan Toronto fit into a number of different categories:

- a significant number accommodate a function of government responsibility. These include the R.C. Harris and the Island water filtration plants and the pumping station on Poplar Plains Road which are maintained by the Works Department. Public tours, and in one instance an art show entitled "Waterworks", are conducted at the R.C. Harris Filtration Plant. This is the only instance where a public education program took place in relation to a Metro building.

  When the heritage features of a building are incidental to its primary function, there is often an uneasy balance between maintenance of the important features of these buildings and the requirements of a functioning installation. An architect knowledgeable in the history of the period is normally engaged when major renovation is undertaken. Where minor adaptation is required no Metro expertise is available to provide advice on the important heritage aspects.

- the largest concentration of heritage structures is at Exhibition Place and is managed by the Board of Governors. In transferring management to the Exhibition Place Board, Metro Council imposed no restriction in relation to maintenance of heritage features. Most of these buildings are designated or listed by the City of Toronto (these phrases will be defined in Chapter 3). This ensures that applications for renovation or demolition will come to the attention of the Toronto Historical Board, who are in a position to provide advice. However, minor alterations, some of which may involve decorative features, can be undertaken without advice.

In point of fact, architects knowledgeable in the building style of the period have been retained for all the major restoration work undertaken in recent years. Restoration of the Princes' Gates has recently been completed and cost approximately $3.0 million dollars.

Funding might have been available from the Ministry of Culture and Communications through their Cultural Facility Improvement Programme (see Appendix D). However, applications for a grant of up to $1.0 million dollars must be made prior to commencement of work. When the possibility of funding was discovered work was too far advanced to qualify for the program and the timing of lesser grants did not coincide with Metro's budget process.

Since no member of staff is charged with the responsibility of coordinating the maintenance of heritage structures, familiarity with the requirements of grant programs was lacking.

- another group of buildings was acquired as an incidental part of a property whose primary purpose was for a use other than maintenance or display of the historic structure. Examples include St. Andrew-by-the-Lake Church and Gibraltar Point Lighthouse on the Toronto Islands, Valley Halla Villa at the Metro Zoo and houses on Spadina Avenue acquired in conjunction with transportation projects.

Financing the maintenance of these buildings is often difficult if an alternate economic use is not found. The Zoological Board has been attempting for some years to find

a private use for Valley Halla. Apart from its occasional use as a movie set, there has been little interest in the building.

Recently, the Adelaide Court (originally the York County Courthouse) on Adelaide Street East was sold to a private company. As a condition of sale, the purchaser will be required to maintain certain features of the building. In such instances this should be a standard requirement of the sale and could be accomplished by granting a heritage easement to the local municipality to ensure future conservation of specified features.

A management problem can also occur when artifacts are included in the acquisition of buildings. The Parks and Property Department does not have a museum program and, as a result, does not have the resources to catalogue, display, adequately store or maintain collections.

At the time of acquisition the Guild Inn contained a large assortment of items of varying degrees of interest. Inventories were incomplete and organization haphazard. An archivist has been retained but many of the artifacts are not suitable for display at the Inn or space is inadequate. Similar problems exist with the storage and/or display of other artifacts. Life size sculptures removed from the Electrical Building at the CNE are stored in a shed under the Gardiner Expressway; recently purchased grotesques, formerly part of the old City Hall are temporarily displayed in the Metropolitan Toronto Legal Department's offices.

By and large, Metropolitan Toronto, through the Parks and

Property Department, has been a responsible custodian of its heritage buildings. In recent years considerable sums have been spent on building restoration. For instance, during its sesquicentennial, the City of Toronto requested that "Tivoli" lighting be installed on the Old City Hall. Holes drilled for hooks to support the lights allowed frost damage to the building. Metro has now spent $700,000.00 (and the sum may go as high as one million dollars) to repair this damage and to install floodlights to illuminate unique features, which is more appropriate for a historic building.

In 1974, during the building of the Spadina Subway, the TTC designed a unique station entrance at 85 Spadina Road by converting a Metro owned house. This conversion was done without major alteration of the exterior portion, thus preserving the Victorian character of the streetscape.

Recently Metro undertook to preserve the facade of a former police station (2 New Street) while extending and adapting the structure as an ambulance station. This is not a designated heritage building but was considered of sufficient architectural interest to warrant preservation.

This discussion raises a number of questions regarding the approaches to building conservation. If Metro is to play a useful role in heritage conservation, particularly if this includes acquisition of additional historic buildings, it must develop criteria for preservation as well as a program of reuse of buildings not required for public purposes and interpretation or display for public enjoyment. As suggested above, sale or lease of a building should include imposition of a heritage easement to maintain essential historic features.

2.3 Natural and Archaeological Heritage

Metro manages approximately 3955 hectares of open space along the major river valleys and waterfront. These lands were assumed primarily under agreement with the Metropolitan Toronto and Region Conservation Authority (MTRCA). Conservation of historic or natural features (woodlots, geological formations, remnants of buildings or archaeological sites) would seem relatively straightforward. This is the case if the area is unmarked and ungroomed to discourage public access. Erecting a sign that identifies the site of an Indian village, of regionally rare fauna, or of an early European settlement is an invitation for vandalism. Once identified, arrowheads, mill stones and rare plants have disappeared overnight.

Since continuous surveillance of these areas is not possible, a method of presenting their intrinsic interest while protecting their value for scholars and future generations must be sought. Interpretive centres and knowledgeable guides cost money. Is this an expense the public or the Corporation is willing to assume?

The type and level of maintenance within the valley system varies depending on the program objective for that particular area. Some sites, such as Edwards Gardens are formally landscaped; others are groomed to provide trails for biking or horseback riding; still other areas are left relatively undisturbed and provide an opportunity for nature study by interested groups and individuals. In relation to these unspoiled areas, naturalists frequently differ about management techniques. One school of thought advocates allowing natural change to take place which may

include growth of "foreign" species from seeds originating in adjacent gardens. Other naturalists advocate the protection and maintenance of vegetation representing native species which flourished before the era of European settlement. This requires active restoration of the landscape to its former natural condition. This would entail identifying one or two areas in the Rouge Valley or around the Guild Inn as the best representatives of our Carolinian heritage. This activity would seek to restore the area through preservation and protection to a condition as close to the original landscape as is possible, given the changes to the existing ecosystem. Within the Metro Valley system there should be room to pursue this latter option and to restore areas as examples of the original Carolinian forest of which only remnants now remain.

2.4 Public Records

Metropolitan Toronto was formed in 1953. Its history as a municipal corporation is short, but it builds upon the history of the broader region, including municipalities which no longer exist. In recognition of this, Metropolitan Toronto has established an archives to preserve records of the municipality and is providing a building to house these records. This is an important initiative which needs a higher profile in the public mind and imagination.

2.5 Conclusion

Metro now has a role as custodian of historical buildings and of natural features, archaeological sites and records. These functions are important in creating an environment that captures the imagination of residents and visitors. Metro has yet to

define its interest, criteria and management objectives in relation to these important heritage features.

3.0 PROVINCIAL AND MUNICIPAL ROLES IN HERITAGE CONSERVATION

3.1 Provincial Legislation

The Ontario Heritage Act (OHA) provides the framework for protection of Ontario's heritage resources and establishes the terms under which funding is available to further its objectives.

The Act established the Ontario Heritage Foundation as an advisory body to the Minister in issuing licenses for archaeological projects, in designating heritage sites under the OHA, and in administering some of the historical grants program. Appendix C provides a description of the Foundation's role and Appendix D lists funding programs available through the OHF and the Ministry of Culture and Communications.

The Act also lists the role municipalities may assume in heritage conservation. A municipality may:

- establish a Local Architectural Conservation Advisory Committee (LACAC) to advise on heritage matters, particularly as they relate to identification of heritage properties;

- designate heritage properties and keep a list and legal description of such properties;

- enter into agreements with property owners for heritage easements which identify the features or characteristics of a building or site which are to be maintained. Easements are registered on title and bind existing and future owners to the conditions.

Municipalities in this instance are generally understood to be local, not regional municipalities. Designation of a property requires a fairly lengthy public process. Once imposed, a municipality may refuse building or demolition permits for a total of 270 days while a means of protecting or acquiring the building or site is explored.

It is often preferred to "list" heritage buildings and to seek designation only if the building is an obvious candidate for redevelopment. At that time designation is sought.

The Planning Act can also serve heritage conservation. A municipality may include policies in its official plan governing criteria for designation or for municipal action to preserve heritage buildings. Area municipalities may increase the economic feasibility of retaining heritage buildings by rezoning to permit reuse, or by permitting bonus densities or density transfer between sites where retention of historic buildings is contemplated.

The Conservation Authorities Act, by permitting authorities to be involved in historical and educational activities, has resulted in the preservation of a number of important sites and buildings on Conservation lands, in the establishment of educational programs and the exploration (or preservation) of archaeological sites. Pioneer Village is perhaps the best known "living museum" in this area. Operated by the Metropolitan Toronto and Region Conservation Authority, the village provides a glimpse of the buildings, activities and lifestyle of early European settlers, so that it serves both a recreational and educational role.

3.2 Activities of Metro Area Municipalities

Appendix E provides a discussion of heritage policies in area municipal official plans. Generally these are fairly broad statements of intent. Implementation depends to a large extent on an interplay of various factors: Council's willingness to encourage the activities of the LACAC in selecting buildings for listing or designation, the availability of funds to support heritage programs and buildings, the willingness of owners to co-operate in conservation, as well as the use of zoning to encourage retention of heritage buildings.

The City of Toronto has the most active program. The Toronto Historical Board has a full-time staff of about 40 persons, a number of museums, including Fort York, administers City of Toronto grants for heritage purposes, and provides advice to the public and the Planning Department. In addition, Toronto has obtained private legislation which permits refusal of a demolition permit unless a building permit has been issued. This allows time to negotiate with developers prior to rezoning to achieve heritage objectives.

A number of historical buildings in Toronto have been retained through the use of density transfers. Under this provision an owner may sell or transfer unused density from a site occupied by a heritage building to a development site nearby. The process has been criticized as removing the context of the building. However, in a number of instances the new building has been designed to complement the heritage structure.

The City of Toronto has a computerized inventory of listed and designated buildings which is used by the Building Department in

identifying heritage buildings when renovation or demolition permits are sought. In the other Metro municipalities, staff or members of the LACAC depend on the public "grapevine" to alert them to construction/demolition activity in relation to listed or designated structures.

To some extent the other Metropolitan area municipalities are hampered by a public perception that the important heritage resources are primarily within the City of Toronto. The following table of listed and designated buildings suggests this is not entirely the case:

	Listed	Designated
East York	4	2
Etobicoke	106	9
North York	102	3
Scarborough	N/A	46
Toronto	3,300	300
York	200	8

The other five municipalities have official plan policies on heritage conservation, have active LACAC's to assist in identification of buildings to be "listed" or "designated" and, in several instances, permit density bonusing to preserve historic buildings. Some of the designated buildings in Metropolitan Toronto are illustrated. Their present use indicates the variety of means available to preserve the structure:

- the Scott House in Scarborough is operated as a restaurant;

- the East York Historical Society operates Todmorden Mills in the Don Valley and provides varying levels of activity for

Heritage Buildings Within Metropolitan Toronto

Scott House
City of Scarborough

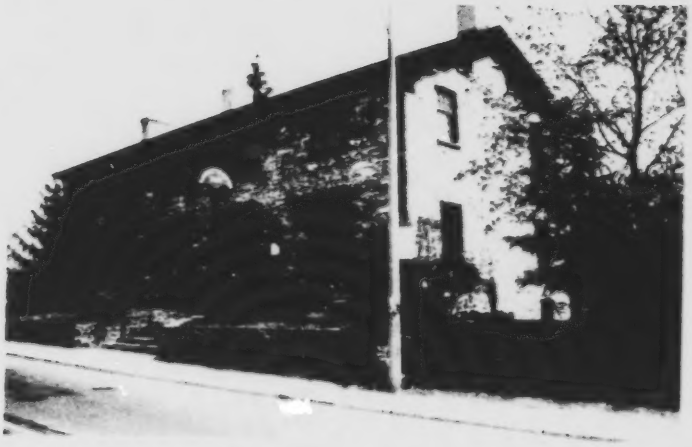
Lambton Tavern
City of York

Todmorden Mills
Borough of East York

David Gibson House
City of North York

Heritage Buildings Within Metropolitan Toronto

York County Courthouse
City of Toronto



Montgomery's Inn
City of Etobicoke

the public over the year;

- Montgomery's Inn is operated as a museum by the Etobicoke Historical Society;

- the North York Historical Board operates the Gibson House as a "living museum", supported by the municipality;

- York's Lambton Inn has retained its identity as a "watering hole".

3.3 The Role of Other Regional Municipalities

Both the Heritage Act (in particular) and the Planning Act (to a lesser degree) give the major role or opportunity in heritage conservation to area municipalities. However, all of the Regional Official Plans or draft documents contain policies supporting local activities (Appendix F). The level of regional activity varies considerably:

- the Region of Halton has developed criteria to assist in the selection of buildings and sites;

- the Region of Peel owns and operates the Peel Region Museum and Art Gallery;

- the Region of Waterloo supports and funds the Waterloo Heritage Foundation which provides financial support for activities of the local LACACs. The Foundation also has the authority to conduct fundraising campaigns to support its programs.

The approach of other regional municipalities may provide some guidance for Metro in defining its role.

3.4 Heritage Conservation: Shifting Images

Many historic buildings, records and sites form part of the living history of Metro today; many others have disappeared. Public outcry, resident historians, private action and municipal pressure have all played a part in preserving the city around us. Public interest is high; funds are scarce. The surrounding regions have assumed very different roles and levels of responsibility. The area municipalities also have varying roles. A clear-cut Metropolitan role is difficult to define.

Underlying these uncertainties is the need to define the basis on which conservation should be pursued. Age alone is not an adequate reason to attempt conservation. In fact, one school of thought suggests that recent structures of outstanding merit should be designated to ensure they remain for the enjoyment of future generations. The City of Toronto has designated the Colonnade Building on Bloor Street as a heritage building and is considering designating the O'Keefe Centre which is owned by Metropolitan Toronto.

There is also disagreement about the importance of retaining a building on its original site, although the context may have changed over the years. The Toronto Historical Board refused a proposal to move Fort York to the Lakeshore at the time that the Gardiner Expressway was planned. Maintaining the original site was preferred over re-establishing the lakeside context of the fort which existed before the shoreline was extended southwards.

To understand the different points of view on heritage policy and on the Metro role, discussions were held with persons active in the area. The following chapter discusses and makes recommendations concerning Metro's future role in heritage matters.

4.0 TOWARD A METROPOLITAN ROLE

4.1 Needs and Opportunity

Metro should take a more active role in heritage conservation. That was the general theme emerging from discussions with representatives of local heritage groups. Equally definite was the message that a Metro role should not infringe upon existing local interests.

Respondents suggested that Metro should:

- include stronger heritage statements in its Official Plan and require similar statements in area municipal Official Plans;
- assume a coordinating role in support of area municipal heritage groups, both private and public;
- concentrate on preserving sites and structures of Metropolitan significance;
- push for stronger Provincial guidelines for heritage conservation; and,
- provide leadership through its policies for managing Metro-owned properties.

These proposals evolve into two main initiatives for Metro:

- to use our own resources to assist in objectives of heritage conservation and education;

- to provide services not already available to assist heritage conservation activity in area municipalities.

4.2 Opportunities Based on Metro Resources

Sections 1 and 2 of this report outlined the range of facilities, sites and artifacts of historic importance which Metropolitan Toronto owns or manages. The gaps in our ability to adequately manage these resources was also indicated. The following discussion suggests an approach to heritage conservation for the municipality to assist heritage conservation activity in area municipalities.

4.2.1 Definition of Criteria

Overall, Metropolitan Toronto needs to develop criteria for the conservation of its historic resources and long term plans for their retention, maintenance, use and potential public educational or interpretive value. This could be based on the historical, architectural and archaeological criteria set out in the Ontario Heritage Act (Appendix B).

Our criteria should provide guidance for buildings, structures, sites and artifacts that Metropolitan Toronto owns, leases, has a direct interest in or decides is surplus to Metropolitan Toronto needs; those that straddle municipal boundaries (e.g. bridges); those which are considered of regional importance or are associated with Metro's history.

4.2.2 Buildings and Structures

The photographs in Appendix H indicate the variety of form and architecture of Metro's historic buildings. While all are in Metro ownership, not all are managed by the Corporation and some have become surplus to Metro's needs. If the important historic features of these buildings are to be maintained by leasers or new owners, a consistent approach to their management should be developed.

1. For all buildings, the rationale for designation or listing by the area municipality should be identified. In some instances the entire exterior as well as specified interior features are of historical importance (i.e. Old City Hall). In other instances the facade is representative of a particular style or architect's work (Adelaide Street Court House). Alterations or additions which retain and respect these features are feasible. At present there is no adequate catalogue of Metro's heritage buildings which distinguishes them from any other properties managed by the Corporation.

2. These features should be identified and photographed to be retained for reference if re-use, alteration or rehabilitation is proposed. In those instances, an architect knowledgeable in the work of the period should be retained, as a matter of Corporate policy.

3. A long term plan for the maintenance and use (or re-use) of those buildings remaining in Metropolitan Toronto ownership should be drawn up. In the event of sale or transfer to other management an agreement for preservation of key

features, registered on title, should be drawn up.

4.2.3 Archaeological Sites

Important archaeological sites exist in the Valley System and on some tablelands. These were only alluded to in the discussion in order to avoid the potential for vandalism. In at least one instance the site may be of national significance. Metro should seek funding from senior levels of government to permit further investigation and the establishment of an interpretive centre.

The City of Scarborough undertook an archaeological master plan for an area of the municipality where the presence of important archaeological sites was suspected. This resulted in identification of several sites. Other Metropolitan municipalities should consider undertaking a similar exercise.

4.2.4 The Natural Environment

The Valley system could become a showcase for our biological and geological history:

1. Metropolitan valley land maintenance is directed to providing a variety of experiences for users. An effort should be made to identify one or two specific areas as examples of native species. Careful maintenance to enhance growth of original native species in those areas should be considered.

2. Important geological formations such as the Scarborough Bluffs and the Toronto Brick Yards site should become part of a public education program, including the use of plaques

or other explanatory material.

4.2.5 Preservation of Artifacts

Staff discussions indicate that artifacts acquired over the years lack adequate storage and display facilities. Few of these items are catalogued and their location is often known only to long term staff members. Inevitably there have been losses. A program to preserve, display or find suitable accommodation for these artifacts should be undertaken. This could involve transferring the artifacts to an agency able to provide display facilities. The Metropolitan Archivist may be the most appropriate person to provide guidance in this matter since the research resources of the archives tend to support heritage aspects of the built form and natural environment.

4.2.6 Metropolitan History

Metropolitan Toronto has recently embarked on a program to preserve records of the Corporation's history. The establishment of a Metropolitan archives will undoubtedly enhance in the public and corporate mind the importance of recording the heritage of the region.

4.3 Co-ordination of Initiatives

The heritage areas listed above pertain to the Corporation's present administrative responsibilities. During discussions it became evident that a lack of overall co-ordination exists in relation to heritage aspects of these functions. A supervisor may make a decision to store artifacts (for instance) in a particular location; subsequently a second supervisor, seeing no

particular usefulness for the objects, may decide to discard them.

No catalogue of buildings or artifacts exist; no individual is responsible for coordinating heritage input if renovations are undertaken; no individual is charged with maintaining the physical history of the Corporation; and no official point of contact exists between the Corporation and other heritage bodies, including the Federal and Provincial Governments who provide grants for some aspects of conservation.

Establishment of a Heritage Coordinator position in the Corporation would provide a single focus for matters of this sort.

4.4 Co-operation with Existing Heritage Bodies

With a few notable exceptions, organizations active in providing advice to local councils on heritage matters, undertaking research, and staffing heritage buildings or museums are staffed by volunteers. Excellent work is undertaken by these bodies but they are often hampered by a lack of time or knowledge of government procedures.

A Heritage Conservation Officer at Metro could provide useful assistance to these organizations but should not assume any part of their responsibilities.

CONCLUSION

Metropolitan Toronto through its various departments and agencies owns or manages a remarkable array of buildings, structures, and artifacts of historic interest to the community, as well as managing open space areas containing unique topographical, geological and archaeological elements.

Metro has spent considerable sums on maintenance but no overall co-ordination of objectives, or even cataloguing of resources exist. It is time for the Corporation to develop objectives to guide the management and co-ordination of heritage activities.

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APPENDIX "A"

GLOSSARY

GLOSSARY

Heritage: "The tangible and intangible aspects of our natural and cultural past from prehistory to the present" (Canadian Museums Assoc.).

Preservation: The retention of all historical and architectural features through the elimination of processes that contribute to decay. However, not only are structural features preserved but also the building's original function. It is a "pickling in time" process.

Conservation: The retention of important historical and architectural features, plus the rehabilitation of a building to accommodate or adapt to new uses when the original function or use is no longer viable.

L.A.C.A.C.: Acronym for Local Architectural Conservation Advisory Committee.

Listing: The inclusion of a building which is considered as architecturally and/or historically significant by the local historic board on a list or inventory of buildings within a given municipality. The provision of an inventory is in accordance with Part IV, s.27 (2) of the Ontario Heritage Act.

Listed buildings are not always designated buildings.

Designation: To declare a building of historical or architectural significance under by-law regulations through Part IV of the Ontario Heritage Act. This section allows a municipal council to withhold alteration permits or to delay (for a limited period of time) demolition permits so as to enable owners and heritage agencies to seek ways of retaining the designated structure.

APPENDIX "B"

CRITERIA FOR LISTING AND DESIGNATING STRUCTURES AS HERITAGE RESOURCES

CRITERIA FOR LISTING AND DESIGNATING STRUCTURES AS HERITAGE RESOURCES

The Ontario Heritage Act provides the following criteria to be used as guidelines for identifying, listing and designating areas and structures as heritage resources.

1. The building has a historical association with:

   - a well known event;
   - a well known person or group;
   - the first or formative aspect of activity;
   - an activity or endeavour of relative antiquity;
   - an activity of substantial duration;
   - an activity or endeavour that affected a substantial population or geographic area.

2. The architectural or design qualities of the building are indicative of:

   - a representative work of a generally recognized surveyor, architect, engineer, master builder or craftsman;
   - group value, especially as an example to town planning, e.g. squares, terraces, or model villages;
   - exemplary execution within the conventions of a recognized period, style or method of construction;
   - technological innovation or adaption or engineering/architectural virtuosity;
   - an early style or construction technique or any early structure or device commonly used for a specific purpose throughout an area or period;
   - an unusual or unique style or construction technique;
   - the first or earliest of a surviving specimen of a type;
   - the last or latest surviving specimen of a type;

- the only example of a particular type or one of the remaining few;
- landmark status in a streetscape, townscape or countryside setting;
- a harmonious contribution to a neighbourhood.

The structure or site has archaeological potential which:

- may provide, through archaeological survey or field work, answers to substantive questions about events or processes that occurred in the past;
- may contribute through archaeological survey or fieldwork to testing the validity of general anthropological principles, especially those relating to the process of long term cultural change and ecological adaption;
- may contribute to the advancement of various techniques, methodology and theoretical advances during archaeological investigations of a feature, alone or in association with other features.

When identifying a heritage building, the Toronto Historical Board includes, along with architectural and historical merit, the criterion of contextual significance which considers:

- a structure's relation to other buildings adjacent to or opposite from it, plus the preservation of a vista;
- planning practices of a particular period, a distinctive skyline and aesthetic features;
- architectural and historical aspects in a multiple setting;
- the importance to the development of an urban area, e.g. settlement, economic activity, transportation.

However, the Ontario Heritage Act does not legally recognize this criterion for designation purposes.

The Environmental Assessment Act, while not primarily concerned with heritage matters, does provide direction for identifying areas of significance which may be affected by an undertaking. The guidelines for undertaking an environmental assessment define a cultural landscape as possessing one or more of the following attributes:

- it is the only one of its kind or one of the remaining few;
- it is the most outstanding example of its kind;
- it is perceived by the moving eye as a built-up area with a particularly interesting and attention-catching series of visions;
- it provides the observer with a strong sense of position or place;
- it has a unique or typical material content well executed in terms of colour, texture, style and scale;
- it is exemplary of distinctive cultural processes in the historic development and use of land;
- it is part of a complex of outstanding scenic/historic areas or is perceived as an ensemble of different landscape categories such as townscape, agricultural landscape, natural landscape or waterscape;
- it is part of a network of landscape categories as mentioned above and presents to the moving eye opportunites for special sequential experiences or a series of visions of distinctive scenic views.

APPENDIX "C"

HERITAGE BODIES

HERITAGE BODIES

Ontario Heritage Foundation

Established in 1968, the Ontario Heritage Foundation is a corporate body under the Ministry of Culture and Communication whose function is to promote and protect artifacts, properties, buildings, structures and landscapes that are considered part of Ontario's heritage. The Foundation is guided by a 21 member board of directors appointed by the Lieutenant-Governor in Council. These directors are private citizens with a strong interest and extensive experience in heritage conservation.

The objectives of the Foundation are:

a) to advise and make recommendations to the Minister on any matter relating to the conservation, protection, and preservation of the heritage of Ontario;

b) to receive, acquire and hold property in trust for the people of Ontario;

c) to support, encourage and facilitate the conservation, protection and preservation of the heritage of Ontario;

d) to preserve, maintain, reconstruct, restore and manage property of historical, architectural, archeaological, recreational, aesthetic and scenic interest;

e) to conduct research, plus provide educational and communications programmes necessary for heritage conservation, protection and preservation.
(OHA Part II s.7)

The Foundation may obtain, through purchase, donation, lease etc., property that is significant in displaying the heritage of Ontario. The Foundation is then responsible for the management of this property and for keeping it in productive use. The property may

be of natural, archaeological, historical, or architectural interest, or any combination thereof. Section 10(1a) of the Ontario Heritage Act states that once the property is acquired, the Foundation may "hold, preserve, maintain, reconstruct, restore and manage property...for the use, enjoyment and benefit of the people of Ontario".

The Ontario Heritage Foundation also offers financial and practical help to individuals and groups actively involved in the conservation of archaeological, architectural, historical and natural resources of Ontario. It also holds stewardship over items that are donated to the province. These gifts may range from scenic open spaces (where the owner wishes them protected from development), to heritage buildings that are potentially threatened with demolition, to smaller personal effects of an individuals's estate that may be of collectible value. Such gifts are granted a 100% real estate tax write-off.

The Foundation also provides research plus educational and informative programmes to organizations involved in heritage conservation. These programmes range from conducting conferences and seminars, to providing travelling displays and participating in various community-sponsored projects. The Foundation also takes part in heritage festivals that promote community pride.

Local Architectural Conservation Advisory Committees

Part IV, s.28 of the Ontario Heritage Act permits a municipality to establish a Local Architectural Conservation Advisory Committee (LACAC). This committee, comprised of no less than five private citizens, advises municipal council on matters relating to heritage conservation. The LACAC may suggest to the municipality that a property be listed on an inventory, or designated as a heritage resource. It should be noted that only a municipal council has legal power to designate a property through the Ontario Heritage

Act. However, where a LACAC has been established, council must consult with this committee, prior to giving notice of the intent to designate a property. In many smaller municipalities, the LACAC is often the only body with any knowledge and expertise in the appropriate conservation measures.

Council must consult the LACAC before it gives public notice to:

- designate a given property;
- repeal the designating by-law;
- agree to alterations to a designated property;
- remove/demolish a structure which is or forms part of a designated property.

Council, however, is not required to follow the LACAC's recommendations.

A LACAC may also organize exhibits, tours and other public events, distribute educational pamphlets and offer advice on preservation, restoration and maintenance techniques, and generally act as a body of information on heritage matters and conservation practices.

The Ministry of Culture and Communications recommends that LACACs set up an inventory of locally significant buildings and/or districts. This list must be kept up to date and readily available to Council for easy reference when any listed buildings are affected by proposed alterations or demolition. In the event of designation, the owner of the property must be notified of the intent to designate. A public notice must also be placed in the local newspaper.

APPENDIX "D"

PROVINCIAL FUNDING PROGRAMMES

Citizenship and Culture

Affaires civiques et culturelles

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Cultural Facilities Improvement Program

PROGRAM OVERVIEW

Introduction

Administered by the Ministry of Culture and Communications, the Cultural Facilities Improvement Program (CFIP) is designed to enhance the quality and accessibility of cultural facilities across Ontario.

CFIP responds to demonstrated community needs in partnership with other funding agencies, other levels of government, and the private sector. Through a series of grant categories, it supports projects that conserve, restore, adapt and improve existing cultural facilities, and also supports the conservation of heritage structures and the development of new cultural facilities.

Grant Categories

Applications to the Cultural Facilities Improvement Program must fit within one of the following grant categories and meet all of the requirements of that category.

The categories are:
- Studies
- Libraries - Capital Development
- Community Information Centres - Capital Development
- Arts Facilities -
  - Community Arts Improvement
  - Co-operative Facility Improvements for Arts Organizations
  - Upgrading
- Heritage Facilities Improvement
- Heritage Structure Preservation

Detailed information about the grant categories begins on page 3.

The Application Process

Applicants to the Cultural Facilities Improvement Program should work closely with the local regional office of the Ministry of Culture and Communications in preparing their application. Regional consultants are well-versed in CFIP grant categories and will help to ensure applications are complete.

ACCEPTANCE OF A COMPLETED APPLICATION BY THE MINISTRY DOES NOT NECESSARILY MEAN THAT A GRANT WILL BE AWARDED. APPLICANTS SHOULD ALSO BE AWARE THAT THEY MAY NOT RECEIVE THE FULL GRANT AMOUNT REQUESTED.

Applicants must not begin work on the project until their application is submitted to the ministry and the ministry has acknowledged in writing that it is complete. If the financing and successful completion of the project are dependent upon ministry funding, applicants should not commence work or make contractual commitments until they have received formal approval for a CFIP grant.

Application Review Periods

There are three capital application review periods each year. The dates by which complete applications must be received by the ministry for the review are March 15, July 1, and December 1. It is important to note that grant applications must be complete in all respects by the deadline date in order to be included in the review.

Applications to the studies category will be dealt with outside these review periods and, at the ministry's discretion, applications for grants of under $20,000 can also be excluded from the review periods.

Facility Ownership

Except in the case of an application for a study grant, the facility for which the application is made must be owned by the applicant or leased for a minimum of 20 years from the time of application. Provision does exist for special needs and, under exceptional circumstances, short-term leases may be considered.

Project Financing

CFIP GRANT AMOUNTS ARE AWARDED SUBJECT TO THE AVAILABILITY OF FUNDS. For construction projects, the total CFIP grant will not exceed one-third of the total eligible project cost or $1,000,000, whichever is less. Grants for study projects will not exceed one-half of eligible project costs.

Applicants must demonstrate that they have the necessary funds to complete the project, and the balance of funding must be substantially in place before the application can be considered complete.

No expenditures made before written ministry acknowledgement of a complete CFIP application will be eligible for a grant, with the exception of design or consultant's fees which were necessary in order to complete the application. Grant commitments will be based on the estimated cost of the approved project as indicated in the application. IF ACTUAL PROJECT COSTS ARE GREATER THAN ESTIMATED COSTS, THE MINISTRY'S COMMITMENT WILL NOT BE INCREASED SUBSEQUENTLY FOR ANY REASON. If the actual cost of completing the project is less than the estimated cost on which the grant was based, the grant will be reduced proportionately.

Eligible Donated Costs

Donated labour and materials may be included in the calculation of the project's total eligible cost. It should be understood, however, that the ministry's contribution will never exceed the actual cash expenditure for the project.

Donated labour of skilled tradespeople is valued on the basis of trade rates currently payable for comparable work. The value of unskilled volunteer labour is based on the current construction minimum wage established by the Ministry of Labour. Professional fees are eligible at fair market value, as are donations of materials and the use of construction equipment.

Donated land and buildings are ineligible project costs.

Grant Disbursement

Thirty per cent of the grant will be paid on evidence that the project has begun and the applicant has met any relevant conditions. An additional 50 per cent will be paid when the project is 30 per cent complete. The final 20 per cent of the grant will be paid on completion of the project and the satisfactory completion of any other conditions.

The Selection and Tendering Process

The ministry is concerned that any project receiving assistance represent reasonable value for money and not represent a conflict of interest. As a condition of receiving a grant, the applicant must agree to use a competitive or comparative selection process throughout the project, depending on the nature of the work. These processes must be used and documented, even though the grant may actually have been awarded on the basis of cost estimates.

Except for an allowance of 10 per cent that may be given for the purchase of Canadian goods and services, the ministry expects that the lowest bid will be used and reserves the right to pay any grant on the basis of the lowest price or prices.

Terms and Conditions

When the appropriate person signs the application underneath the "Terms and Conditions" and submits it, he or she is certifying that the information given on the application is true, correct and complete in every respect, that the organization agrees to abide by terms and conditions governing the grant and that the terms and conditions will be, upon the ministry awarding the organization a grant, binding upon the organization. A grant is awarded on the basis of this understanding.

Commercial Rehabilitation Grants

Commercial Rehabilitation Grants provide funding for the conservation of privately-owned commercial and industrial buildings that have been designated by municipalities under the **Ontario Heritage Act.** To be eligible for a grant, a building must have been constructed for commercial or industrial purposes, or have been in such use for at least 50 years. Its proposed use must also be commercial or industrial, at least in part, or residential if the building contains three or more dwelling units.

Grants are awarded up to a maximum of 50 per cent of eligible heritage costs, and are administered by the Ministry of Citizenship and Culture. **The maximum grant is $150,000.** Projects in Northern Ontario will be considered for grant awards reflecting a higher percentage of eligible costs.

Eligible Projects:

Each project must involve a minimum expenditure of $15,000 on eligible heritage work.

Any work that conserves or enhances the historic fabric of a building is eligible for grant assistance. The major thrusts of this work should be to ensure the structural stability of the building, to keep it weathertight and to conserve its heritage value. Eligible heritage work would include, for instance:

- conservation/repair of walls, roofs or foundations
- structural repairs
- restoration of original roofing or siding materials
- replacement or restoration of original doors, windows or decorative trim
- replacement or restoration of other historically documented elements.

Heritage Easements:

A grant is awarded on condition that a heritage easement be donated and held by the municipality. An easement is a legal agreement registered on a property's title. It is designed to protect the heritage features of the building.

Contact the Heritage Branch, Ministry of Citizenship and Culture, for further details.

Benefits Now and for the Future:

Preserving Ontario's Architecture is a program that benefits entire communities across the province. The Program is designed to support communities' efforts to ensure that their architectural heritage is preserved. Here are some of its benefits:

- encouragement of community involvement in preservation
- strengthening of community identity
- fostering of conservation activity in communities where little has occurred previously
- promotion of heritage conservation through educational programs and technical publications
- development of skilled tradespeople for the growing restoration industry
- increased economic development through job creation and tourism
- encouragement of private sector investment in the community.

Advice or assistance on Preserving Ontario's Architecture and other programs promoting heritage conservation may be obtained from the Heritage Branch of the Ministry of Citizenship and Culture at:

77 Bloor Street West
Toronto, Ontario
M7A 2R9

(416) 965-4961

ISBN 0-7729-2661-1
D1090 6/87 2M

Role of Municipalities:

The municipality, through the LACAC or Clerk's Office, administers this grant program. To participate in the program, a municipality must send delegates each year to training seminars sponsored by the Ministry of Citizenship and Culture. The municipality must enter into a contract with the Ministry which sets out the conditions of the program.

Grant Procedures:

Property owners apply to their municipality prior to starting the project. The municipality ensures that the proposed project meets the eligibility guidelines published by the Ministry and that the work carried out appropriately conserves or restores the heritage aspects of the property. When the project is completed, inspected and approved, the municipality pays the grant to the owner. Twice a year, the municipality submits grant claims to the Ministry.

Contact the clerk in your municipality for further information.

Revolving Heritage Funds

This program provides funds to municipalities or non-profit heritage corporations to establish capital revolving funds for architectural conservation projects in their communities.

Provincial contributions to these Revolving Heritage Funds will be made on the basis of a fixed funding rate to a maximum provincial payment, per fund per year, of $250,000 and a maximum overall provincial contribution of $1,000,000 per community. Funding from the province in any one year may, however, be restricted by the availability of funds.

Activities might include loans or loan guarantees for work on designated properties. Non-profit corporations may also use the fund for acquisition, conservation and resale of heritage properties. Revolving Heritage Fund monies may not, however, be used to provide grants.

Administration of the Fund:

To be eligible for the program, a municipality or non-profit heritage corporation (which must be incorporated for at least two years) needs to have demonstrated success in the conservation of heritage properties. In addition, a municipality must have a LACAC. The municipality or non-profit corporation is responsible for ensuring that the money is repaid to the Fund and that the work completed on projects is consistent with good conservation practice. Semi-annual reports must be submitted by the municipality or non-profit corporation to the Ministry.

Conservation District Funds

This program is designed to encourage the preservation and enhancement of Heritage Conservation Districts through the establishment of locally administered capital funds. A Heritage Conservation District is an area designated under Part V of the **Ontario Heritage Act,** in recognition of its particular architectural or historic character.

District Plans:

The first step in establishing a Conservation District Fund is the preparation of a detailed district plan approved by the municipality. The plan should define the area's significance and historic qualities and should make recommendations for the preservation and enhancement of the district. Policy directions and design guidelines should also be set out. Partial funding for the preparation of such plans may be available through the Ontario Heritage Foundation.

Establishment of the Fund:

Once the plan is approved, the municipality may apply for funds through the Preserving Ontario's Architecture program, for the implementation of projects arising from the district plan. For each $1.00 raised locally, the program contributes another $1.20. The provincial contribution will be up to $100,000 per fund, to a maximum of $1,000,000 per municipality. Provincial funding in any given year will depend on the general availability of funds. The locally established Fund is to be used for the conservation or restoration of the exterior of heritage buildings and public areas in the district. At least half of the Fund is to be applied to private properties.

Role of Municipalities:

The municipality administers this Fund and ensures that the projects are eligible and consistent with good conservation practice.

The Ontario Heritage Foundation
La Fondation du patrimoine ontarien

Ministry of Culture and Communications
Ministère de la Culture et des Communications

2nd floor
77 Bloor Street West
Toronto, Ontario
M7A 2R9

2e étage
77 ouest, rue Bloor
Toronto, Ontario
M7A 2R9

ONTARIO HERITAGE FOUNDATION CAPITAL GRANTS

The Ontario Heritage Foundation, an agency of the Ministry of Culture and Communications, awards grants for the conservation of heritage properties where the directors of the Foundation judge the property to be of considerable significance, either architecturally or historically. Most of the grants are made for properties which are publicly owned or owned by non-profit corporations. Grants are occasionally given for buildings in private ownership.

A property for which a grant is awarded must be designated under the **Ontario Heritage Act,** R.S.O. 1980, c.337. Frequently, the owner is required to donate a heritage conservation easement on the property to either the Ontario Heritage Foundation or the local municipality in exchange for any grant awarded. A heritage conservation easement is a legal agreement which gives a public body an interest in the property. An easement agreement is registered on title and seeks to ensure the preservation of the property.

Interested parties must complete an **Application for a Capital Grant in Aid of an Architectural Conservation Project.** In order for the Foundation to give a project its full consideration, it needs all the information asked for in the application form. This would include all relevant documentation such as architectural drawings, contemporary and historical photographs, and building inspection reports and feasibility studies where appropriate. Applications are considered twice during the year and must be submitted either by March 1st or September 1st for the respective spring and fall competition periods.

There is no funding formula for determining the amount of a grant. Factors considered include: the heritage significance of the property, the quality and urgency of the work proposed, the total costs of the project, the amount of money available from other sources and the impact of the project on the community. Grants are awarded for restoration, repair or rehabilitation of the structure (foundations, walls, roofs) and exterior details (trim, verandahs, doors, windows). Sometimes money is available for restoration, repair or rehabilitation of interior elements (wood trim or plaster ornamentation). Under normal circumstances, no funds are available for new services or non-period finishes. Grants do not exceed 50% of the cost of the work done to the heritage elements of a property and frequently are a smaller percentage of the heritage costs.

ONTARIO HERITAGE FOUNDATION
NON-CAPITAL GRANTS
FOR ARCHITECTURAL CONSERVATION

The Ontario Heritage Foundation, an agency of the Ministry of Culture and Communications, provides financial assistant for non-capital projects that assist in the conservation of the historic built environment, including all types of structures and landscape features. Non-capital projects can include:

- research and planning studies for individual properties;
- heritage conservation district studies
- architecture or landscape history research;
- and legal fees.

Applicants for **study projects** should send a letter to the Foundation with a request for grant aid and a brief description of the project. Supporting material should include detailed terms of reference, including objectives, methodology and proposed final product, a written and graphic description and black and white photographs of the property involved (if applicable), and a project budget with an indication of all sources of funding, starting time and duration of project. Persons undertaking the work should be identified, if possible.

Applications for studies will be evaluated on the basis of such factors as: the significance of the property or subject matter, the practicability of the outlined approach to the project, the applicant's ability to carry out the project and the public benefits that will result from the study.

If a grant is awarded to assist a study, the Ontario Heritage Foundation must approve the terms of reference, as well as the persons undertaking the work. Grants may be paid in instalments; however, final payment will not be made until the completed study has been reviewed.

The Ontario Heritage Foundation will consider assisting applicants with grants towards **legal fees** where the individual or organization is pursuing the goal of heritage conservation through the courts. Complete details of the case must be provided.

Groups or associations planning **conferences**, **workshops** or **seminars** that deal specifically with the conservation of heritage properties may apply for a grant to offset expenses involved in planning and mounting such events.

Applications should include a letter requesting grant aid, identifying the group sponsoring the event and the audience, and describing the event. Supporting documentation should include an outline of the subject matter to be presented at the event, what the event will accomplish, a detailed cost breakdown, an outline of all sources of funding and an indication of which specific activities require financial assistance.

The Ontario Heritage Foundation's funds are limited. A grant for non-capital projects is usually no more than 50% of the eligible project costs and most grants are less than 50%. Applications are considered twice during the year and must be submitted either by March 1st or September 1st for the respective spring and fall competition periods.

For more information please contact:

Heritage Branch
Ministry of Culture and Communications
77 Bloor Street West, 2nd Floor
Toronto, Ontario
M7A 2R9
Telephone: (416) 965-4961

General information is also available from the nearest regional office of the Ministry of Culture and Communications listed in the blue pages of your telephone directory.

Applications should be mailed to:

Chairman
Ontario Heritage Foundation
77 Bloor Street West, 2nd Floor
Toronto, Ontario
M7A 2R9

Rev. August, 1989

The Ontario Heritage Foundation

APPENDIX "E"

HERITAGE POLICIES OF METRO'S AREA MUNICIPALITIES

HERITAGE POLICIES OF METRO'S AREA MUNICIPALITIES

City of Toronto

Section 1.1h of Part I of the City of Toronto's Official Plan, as amended, has the following paragraph regarding heritage resources:

> "Council will designate buildings and sites of historical or architectural merit and take all necessary steps to ensure their preservation. It shall be the policy of Council to establish Heritage Conservation Districts within the City on the basis of appropriate studies, and, in so far as it legally can, to take appropriate steps to ensure preservation of the heritage buildings and sites, including all areas within the public domain, within such Districts. (2)"

The City of Toronto Act gives the City certain powers, including responsibility for heritage conservation, withou the consent of a more senior level of government.

This Act established the first local historical board with a full-time staff to deal with heritage issues for the City of Toronto. The City has the power to prohibit demolition and encourage conservation of any and all buildings either listed or designated. To encourage conservation, the City may enter into an agreement with a developer who wishes to redevelop a heritage site. The agreement may be conducted in a number of ways, one example being a transfer of development rights. In this way a threatened building can be protected.

In 1987 an amendment was made to the Act (Bill PR57) which prevents the demolition of any building on a designated property or within a heritage conservation district until a building permit is issued to the owner.

The Toronto Historical Board (THB) is responsible for all activities regarding heritage resources for the City of Toronto. To date, it has designated approximately 300 structures and has over 3300 entries in its Inventory of Buildings of Architectural

and Historical Importance. Generally, the THB only designates buildings which are threatened with demolition.

The buildings are listed using the criteria of architectural, historical and contextual significance. "Once a building has been included on the Inventory the Toronto Historical Board is advised of all applications made to the City, including applications for permits to alter or demolish the building, and examines plans submitted with the application" (Inventory of Buildings 1988).

The City of Toronto, through the THB, administers applications for the Provincial Designated Property Grants (under the Preserving Ontario's Architecture programme) and also provides grants from the local Toronto Municipal Heritage Fund. This local fund provides assistance of up to $5000 for work required to any designated or listed heritage building. Priority is given to designated buildings. Should sufficient funds remain unused, they are then allocated to listed buildings.

Toronto also makes use of the transfer of density rights. The City has found that this practice of selling the unused portion of a heritage building's allowable density to a developer (for transfer to another site) has helped retain many historic buildings that would otherwise have been destroyed in the process of redevelopment.

Toronto Historical Board

The largest and most active LACAC in the Metro area is the Toronto Historical Board (THB). Established in 1960, the THB has 17 members appointed by the City Council, two of them being Council members. It has approximately 40 full-time employees, including a Managing Director, plus approximately 40 part-time employees. In 1975, Toronto City Council received permission from the Ontario Heritage Foundation to establish the THB as the City's LACAC in order to advise Council on all matters pertaining to the Ontario

Heritage Act.

Initially, the THB's duities were directed to operating museums owned by the City of Toronto. These included Fort York, the Marine Museum of Upper Canada, Mackenzie House and Colborne Lodge. Spadina was added to this list in 1984 as a joint venture with the Province of Ontario. The Board is now also responsible for erecting monuments and memorials on City-owned lands and for providing advice on the naming and re-naming of city streets and parks.

Once of the Board's main duties is to keep an updated list of heritage buildings. Entitled Inventory of Buildings of Architectural and Historical Importance, the list, to date, includes over 3000 properties of which approximately 300 have been designated. The Historical Preservation Division of the THB prepares reports to both the Board and City Council on all matters relating to the buildings on the inventory. It reviews applications for building or demolition permits, rezoning and Official Plan amendments, development reviews, severances and minor variances. The Board also examines all applications for alteration, demolition or cleaning of the exterior of designated properties, especially those properties under Heritage Easement Agreements, and administers the grants programmes. It works closely with City departments, such as Planning and Development, Buildings and Inspections and City Legal whenever the City's heritage policies and programmes are involved.

In order for a building to be listed in the inventory, the Board requires that a building's age be at least 10 years or older. Any newer building that is considered unique or "one-of-a-kind" may be listed as long as it meets the age requirement. Examples of this would be Toronto's New City Hall, the C.N. Tower and the twin towers of the Toronto Dominion Centre.

When evaluating a structure for inclusion in its inventory, the

Toronto Historical Board considers, along with architectural and historical value, the third criterion of contextual significance. The Board believes that the context within which a building is found (i.e. its relationship to its surroundings) is just as important as the architectural and historical features of the building itself. However, since the Ontario Heritage Act does not legally recognize this criterion for designation purposes, the THB lists it in conjunction with architectural merit. In this way, the Board keeps in accordance with the Act and also acknowledges the contextual value of the heritage structure.

The THB is now in the process of helping to raise funds to re-build the Music Building. It must be noted that this is a Metro-owned building.

Borough of East York

At the present time East York has no heritage policies in its Official Plan. There is a proposal that a small paragraph be added acknowledging heritage conservation as a necessary part of the planning process.

The Borough has no active LACAC, though plans to re-establish one are under way. All heritage matters at the moment are being handled by an area planner. Because of the relatively few buildings that have been designated, East York does not have any funding programmes of its own.

The Borough relies on the guidelines set out by the Ontario Heritage Act to designate sites and structures. It currently has two apartment buildings designated for architectural merit. Another twelve buildings, located at the Todmorden Mills Historical Site, are awaiting approval for designation. The north slope of the Toronto Brick Works site (now owned by the Metropolitan Toronto and Region Conservation Authority) is being considered for

designation for geological and archaeological interest.

City of Etobicoke

The conservation of heritage resources in the City of Etobicoke is encouraged through the following policies in Section 7.3 of its Draft Official Plan:

7.3 Heritage Conservation

Goals

1) To identify buildings and areas of architectural and historical merit as heritage resources.

2) To preserve and enhance heritage buildings and areas for the enjoyment and education of future generations.

3) To foster the development of a built environment which incorporates heritage features.

Policies

7.3.1 Council has established a Local Architectural Conservation Advisory Committee (LACAC) for the purposes of the Ontario Heritage Act. Council shall consult with the LACAC prior to the designation of heritage properties or areas under the Heritage Act.

7.3.2 The City shall encourage the LACAC to maintain an inventory of buildings of architectural and historical merit.

7.3.3 The City shall encourage and support the LACAC's programme of promotion and public education on matters of heritage.

Implementation

7.3.4 Council shall take steps, wherever feasible, to preserve and enhance heritage resources as inventoried by the LACAC by:

a) designating properties by by-law under the Ontario Heritage Act;

b) encouraging the integration of heritage resources into new development schemes through the development approval process and the use of bonus zoning (Section 11.8) where desirable;

c) considering alternative uses for heritage buildings that do not conflict with the intent of this Plan;

d) using senior government funding for building preservation where available;

e) considering the acquisition of heritage buildings for public use where necessary and appropriate; and,

f) working to relocate heritage buildings when the actions noted above are not feasible.

The Etobicoke LACAC follows the Ontario Heritage Act when referring to criteria for listing and designating properties. It has compiled a list of approximately 106 buildings worthy of heritage conservation and has designated 9 of these buildings.

The City does not have any funding programmes of its own, but owners of listed or designated buildings are encouraged to apply for funds to the Province's Preserving Ontario's Architecture programme. The Province determines which funding programme is appropriate for the applicant in question.

City of North York

North York's Official Plan (Part C.3) contains Amendment No. 260 which includes three separate sections on heritage conservation: 1) general policies; 2) policies on heritage buildings; and 3) policies on pioneer cemeteries.

Section 1 of the General Policies states:

1.1 Recognizing the contribution of heritage buildings, pioneer cemeteries and other heritage features to the

identity and visual amenity of North York, Council shall seek and encourage their conservation in consideration of such development or redevelopment as may be proposed.

1.2 Council shall adopt from time to time procedures for consulting the North York Local Architectural Conservation Advisory Committee, the North York Historical Board and other bodies deemed appropriate in the identification of heritage features worthy of conservation because of their architectural or historical interest or value. A list of heritage features is included in the Appendix for guidance purposes.

1.3 Where deemed desirable and practicable, Council shall adopt policies for ensuring that development in the vicinity of a heritage feature does not detract from the feature's architectural or historic interest.

1.4 Council shall also seek to ensure that archaeological sites are either protected from development or salvaged in advance of development in order that their educational and research value may be preserved for present and future generations.

Section 2, Heritage Buildings Policies, states:

2.1 In the consideration of development of proposals affecting a parcel of land occupied by a heritage building, Council shall seek to ensure that the heritage building is retained and used in a manner which is sympathetic to its character as a building of architectural or historic interest. Council shall seek to ensure that the layout, landscaping and massing of any new building(s) serve to enhance the heritage building as much as possible. The maintenance or creation of good public views of the heritage building shall also be an objective of Council. The policies in this paragraph shall apply to both publicly and privately owned heritage buildings.

Finally, Section 3, Pioneer Cemeteries, states:

3.1 Council shall limit the uses permitted in the pioneer cemeteries to those not requiring the erection of structures which would detract from the cemeteries' historic interest (see Part C.2, S.5 & 7).

North York's LACAC is the North York Historical Board. It has a full time staff of 17 persons that deal with all aspects of the

City's heritage. The Board operates, manages, maintains and controls the various historic sites owned by the City. The David Gibson House has been turned into a museum, along with the Zion Church and Zion School, while the David Duncan House and the Clark Locke House have been converted into new uses, the first into a period restaurant, and the second into the headquarters of the Federation of Ontario Naturalists. The Board uses its discretion, along with the guidelines found in the Ontario Heritage Act, to determine criteria for listing and designating properties as heritage structures.

The City has no local funding, but does participate in the Provincial programme for privately owned buildings. Those heritage structures owned by the City which require an amount over and above what the regular maintenance budget allows for, receive monies from Council. To date, the City of North York has an inventory of over 83 listed buildings and has designated 3 of them.

City of Scarborough

The City has no heritage policies in its present Official Plan. However, in the present plan review, intentions are to incorporate statements regarding heritage in the Draft Plan. References will especially recognize the early twentieth century development in the southwest corner of the City.

Its LACAC, comprised of members of the Scarborough Historical Board, is currently responsible for heritage resources and has designated 46 buildings to date. Criteria used for designating, in particular, old farmhouses, churches and cemeteries, are that they be either the best or the most endangered examples of their type.

City of York

The City of York has developed the following objectives and policies regarding heritage resources in Sections 4 and 22 of its Official Plan:

HISTORICAL AND ARCHAEOLOGICAL OBJECTIVES

a) To develop a program of historical and archaeological site preservation.

b) To maintain a permanent display of artifacts and relics from the City's past.

HERIT.. CONSERVATION

a) Council shall have regard to the promotion of Heritage Conservation in the City of York through the designation of buildings and sites of historical and architectural significance and through the establishment of Heritage Conservation Districts on the basis of appropriate study.

b) Heritage Conservation District Plans shall be subject to endorsement by the Minister of Culture and Recreation prior to designation of the Heritage Conservation District under Part V of the Ontario Heritage Act, 1974.

Criteria for designation are left to the LACAC's discretion, which generally follows those set by the Ontario Heritage Act. Any suggestion for designation must, of course, be approved by Council.

York also has no funding programmes of its own, but does follow the Provincial programmes, especially the Designated Property Grant Programme. The City has an inventory of approximately 200 heritage structures and has designated 8 of these.

APPENDIX "F"

HERITAGE POLICIES IN REGIONAL OFFICIAL PLANS

HERITAGE POLICIES IN REGIONAL OFFICIAL PLANS

ONTARIO REGIONAL MUNICIPALITIES

Region of Durham

At present, the Region of Durham is not directly involved in heritage conservation. Such matters are considered the responsibilities of the local municipalities. The Region is presently conducting an official plan review which intends to include statements on heritage and hopes to examine the Region's possible role within this field.

Region of Halton

The 1980 Regional Official Plan consists of the basic policies to:

E2 Support the conservation of Heritage Features.

E3 Work with the Area Municipalities, local historical groups, the Ontario Ministry of Culture and Recreation and any other interested groups or individuals in the establishment of a list of documented Heritage Features and the setting of priorities for the conservation of heritage sites.

E4 Encourage the Area Municipalities to establish Local Architectural Conservation Advisory Committees, and to pass by-laws, under the Ontario Heritage Act.

E5 Investigate the creation and financial support of a Halton Region Heritage Foundation.

In a 1981 Heritage study conducted by Halton for the purpose of implementing heritage policies, three themes, with a number of subthemes, were developed. These were, namely, the Settlement Theme, the Economic Activity Theme and the Transportation Theme.

The study suggests that a heritage resource must be:

1. a structure of excellent quality and condition representative of one historical theme;
2. associated with two or more historical themes;
3. one of the few or sole remaining example(s) of a particular historical theme;
4. the site of a historical event;
5. provincially significant;
6. important to the development of an urban area.

An inventory is included, listing a total of 337 heritage features that subscribe to the above themes and adhere to the specified criteria. An additional 30 heritage features are listed which are located in Halton's Waterfront Plan Area. This study identifies ten sites and one district that have been designated.

Each heritage feature was classified by the Region as consisting of one or more of the following types of protection status:

1. the Feature has been improved through private investment with conversion into a new economic or commercial use;
2. the original use is still viable;
3. the Feature is now publicly owned;
4. the Feature is recognized by a particular group (LACAC Niagara Escarpment Commission, Historical Society, etc);
5. the Feature is designated under the Ontario Heritage Act;
6. has protective status.

The Region acts as curator of the Halton Heritage Museum. Originally the County Museum, Halton inherited its operation in 1974 when the County system of government was converted to that of

an upper-tier, regional system. The museum is under the responsibility of the Regional Planning Department, has a collection of over 35,000 artifacts and includes County archives along with the present Regional archives. Funding for the museum's operation is provided from the Region's operating budget.

The Region of Halton is proposing the creation of a Regional Heritage Centre. Though the scheme is still in the draft stages, the Region views its role as being one of collaboration and co-ordination with the local municipalities for the creation of programmes and the presentation of exhibits that will promote heritage conservation. The Region is also proposing the establishement of a central curatorial storage facility, particularly with respect to written and photographic documents.

Halton, however, has no funding programmes of its own. Local municipalities must make use of the current Provincial programmes.

Region of Peel

Chapter 2 of Peel's Draft Official Plan (1988) contains the following statements about regional heritage:

> 2.24 The REGIONAL CONCERN is protecting heritage resources including Peel Region's documentary, artistic, prehistoric, historical, archaeological and natural heritage.
>
> In accordance with the Region of Peel Act, the Region also owns and operates the Peel Region Museum and Art Gallery. The purpose of the Museum is to collect, preserve, house, catalogue, research, display, interpret and promote objects of archaeological, prehistoric and historical significance to Peel. The Art Gallery's role is to collect, preserve, house, catalogue, research, display, interpret and promote Peel's cultural and artistic heritage and to encourage arts education.
>
> **Council recognizes that:**

2.2.4.1 Peel Region contains a rich documentary, archaeological, architectural, cultural and natural heritage which requires identification, preservation and promotion.

2.2.4.2 government agencies at the Local, Regional, Provincial and Federal levels as well as a variety of volunteer and special interest groups have input into the identification, preservation and promotion of Peel's heritage resources.

Council, in co-operation with the area municipalities, other levels of government, the Local Architectural Conservation Advisory Committees and other interested groups, intends to:

2.2.4.3 preserve and promote Peel Region's heritage, as it pertains to native, pioneer and contemporary periods through the Region of Peel Museum.

2.2.4.4 preserve and promote Peel Region's documentary heritage through the Region of Peel Archives.

2.2.4.5 preserve and promote Peel Region's artistic heritage through the Region of Peel Art Gallery.

2.2.4.6 encourage the identification and preservation of archaeological sites and materials.

2.2.4.7 assist the area municipalities, the respective Local Architectural Conservation Advisory Committee and historical societies in the identification and preservation of heritage sites.

2.2.4.8 co-ordinate the completion of projects and activities of common interest to the area municipalities.

While direct responsibility of heritage matters is left to the area municipalities, the Region of Peel does play a part in heritage through the ownership and operation of The Heritage Complex which consists of the Peel Region Museum, Art Gallery and Archives. Each of these facilities is housed in a heritage building -- the Museum and Archives are in the original County Jail and the Art Gallery is located in the old Registry Office. The old Courthouse has also been put to use by housing the Children's Social Services

Department and the Provincial Coroner's Office. A proposal has been made to convert some extra space within the Courthouse and make it available for use to community groups and perhaps even incorporate a Training Centre for Regional personnel.

With regard to funding, the Region of Peel allocates approximately $800,000 every year for the operation of the Heritage Complex. This money is put toward maintaining the functions of the County Jail (Museum and Art Gallery) and the Registry Office (Art Gallery). In 1985, Regional Council allocated $1.5 million from the capital budget toward restoration of the County Jail. This was a "once-in-a-lifetime" deal. At that same time, the Region was able to make use of the Province's Cultural Facilities Improvement Programme (CFIP) and received approximately $700,000 (or 1/3 of the total cost) toward the restoration work.

Peel's Chief Administrative Officer has also proposed that an amount of about $50,000 be added to the Region's annual base budget to be directed towards maintenance and operation costs for the Courthouse and the Registry Office. This proposal is currently awaiting a final decision.

The Peel Region Museum also offers an Outreach Programme to school children, providing tours of the Museum and intoducing them to the operation and use of the Regional Archives. Working jointly with the Regional Social Services Department, Museum administrators plan to make the programme more accessible by offering it to those facilities that care for residents with limited mobility (e.g. seniors and handicapped).

Region of York

The Region of York currently has no official plan and, therefore, no heritage policies. However, in the preparation of a Draft Official Plan, the Region anticipates the inclusion of references

addressing heritage conservation within its jursidiction. Future references are seen to promote heritage throughout the Region and encourage local municipalities to establish LACACs, create inventories, increase the actual number of designated structures and promote community heritage programmes.

York does have a regional municipal fund from which a small portion is allocated to local cultural groups. One of these is the York Pioneering and Historical Society which operates the well-known Sharon Temple. However, the various cultural groups must submit a budget indicating the year's anticipated expenditures. Based on these submissions, Regional Council makes a decision on the appropriate distribution of monies from the fund.

Region of Hamilton-Wentworth

References to heritage resources are made in the Region's Official Plan, Section 11. The objectives of the Plan are to protect, where feasible, buildings, sites, districts and other unique features of the Region's history and culture and to promote the interest of the residents in their heritage.

The policies state that Regional Council will:

11.1 Recognize the role of:

a) area municipalities in the management of their historical resources;

b) those Conservation Authorities, on which the Region has representation, in managing historical resources under their control; and

c) other private groups concerned with the protection of the historic resources within the Region.

The Regional Plan does not state any criteria for selection, as this responsibility is left to each municipality to specify. The

City of Hamilton, in Section C.6 of its Official Plan, lists the following criteria:

6.2 (i) The majority of the buildings reflect an aspect of local history by nature and HISTORICAL significance of setting;

(ii) The majority of the buildings are of a style of architecture or method of construction significant HISTORICALLY or ARCHITECTURALLY to the City, Region or Province;

(iii) The District contains other important physical environmental or aesthetic characteristics that, in themselves, are not sufficient for designation, but which lend support in evaluating the criteria for designation; and

(iv) The District is an area of special association that is distinctive within the City and, as a result, contributes to the character of the entire community.

The Regional Plan makes no mention of grants or funding methods provided for the protection of heritage resources. The City of Hamilton, though, makes use of the Provincial programmes. In addition, the City provides financial aid through tax incentives, revolving funds and transfer of development rights. Hamilton and the Town of Dundas are quite active in heritage conservation, although Dundas does not provide any funding.

Region of Ottawa-Carleton

The Region's 1987 Draft Official Plan (Section 9.3) proposes the following heritage policies:

6. Council shall preserve, wherever feasible, heritage buildings and structures that are in its ownership.

7. Council shall protect, wherever feasible, archaeological sites and heritage buildings, structures, sites, or districts when undertaking public works.

8. Council shall consider opportunities to acquire and renovate heritage buildings when reviewing the building needs of the Corporation.

9. Council may assist in the protection of archaeological sites and heritage buildings, structures, sites or districts.

10. Council shall identify, jointly with agencies such as the Ministry of Tourism and Recreation, the National Capital Commission, Canada's Capital Visitors and Convention Bureau, Parks Canada and area municipalities, heritage themes for Ottawa-Carleton.

11. Having identified heritage themes, Council may assist interested agencies to:

    a) identify structures and sites that relate to the heritage themes,

    b) identify locations suited for heritage interpretation,

    c) establish needs for acquisition and restoration,

    d) publicize and promote heritage themes.

The above policies commit the Region to, primarily, a supportive role. The Region does not intend to become a leader in heritage conservation, nor does it want to duplicate the efforts of other municipalities and heritage agencies.

As the policies state, the Region proposes to work with other agencies to identify heritage themes (e.g. pioneer settlement) and concentrate on protecting, restoring and interpreting structures and sites related to these themes. The identification of heritage themes is seen as a Regional concern as they cut across municipal boundaries. Heritage promotion would be an element of tourism promotion, and as such would receive funding by Canada's Capital Visitors and Convention Bureau, a Regional agency.

Region of Niagara

Heritage conservation issues are listed in Section 7.F of the Region's Official Plan. Objectives and policies for heritage resources are:

7.F Objective to preserve buildings, communities and other sites of significant historic and architectural interest.

7.F.1 The Region will encourage local municipalities to take advantage of the provisions of the Ontario Heritage Act regarding the designation and protection of historic and architecturally significant buildings and sites.

7.F.2 The Region, in co-operation with other levels of government and concerned private groups, will identify, inventory and evaluate sites and buildings of major historic and architectural significance.

The Region, in consultation with Provincial and Federal personnel, will establish a sub-committee to assist in the identification and evaluation of sites and buildings of historic and architectural significance.

Here again, heritage matters are primarily the responsibility of the area municipalities and their respective LACACs. Regional planning staff provide assistance to local heritage groups by reviewing development proposals and identifying land use plans that should be assessed for their impact on heritage resources.

The Region of Niagara works jointly with each municipality and private interest groups to identify and evaluate sites of regional significance. Financial assistance is not provided by the Region.

Region of Waterloo

A number of heritage policies are contained within the Region of Waterloo Official Plan. Its objectives are to promote awareness and appreciation of the heritage resources of the Waterloo Region to residents and visitors alike. The specific policies in Chapter

13 of the Plan state that Regional Council:

13.1 Supports the Waterloo Regional Heritage Foundation in its efforts to promote awareness and appreciation of the heritage resources of the Waterloo Region... through efforts to protect, purchase, rehabilitate, maintain, manage, educate and publicize the heritage features of properties designated or listed to be of historic, architectural or archaeological value or interest by the Waterloo Heritage Foundation or the Local Architectural Conservation Advisory Committees of the Area Municipalities.

13.2 Promotes the acquisition, restoration and conservation of buildings or sites of historical, cultural architectural or archaeological merit identified in lists or registries of such buildings or sites compiled by local Architectural Conservation Advisory Committees. Where public or private agencies are unable or unwilling to acquire, restore or conserve such buildings or sites Regional Council may consider their acquisition and restoration.

13.3 Will promote awareness and appreciation of the history and culture of the Region to residents and visitors both through the Waterloo Heritage Foundation and through the facilities and programs administered by the Regional Historic Sites Department.

13.4 Will promote tourism oriented to the heritage resources of the Region through the activities of the Regional Historic Sites Department and through co-operation with other agencies engaged in heritage resource development and tourism promotion.

13.5 Will co-operate with Area Municipalities and other agencies to establish archives for the storage, protection and analysis of historic maps, documents publications and records of significance and value to the Region of Waterloo.

13.6 Will consider heritage resources in all works or projects of the Regional Municipality which are subject to the assessment requirements of the Environmental Assessment Act; and will protect heritage resources that are affected by such works

where feasible.

13.7 Encourages Area Municipal Councils to maintain and support Local Architectural Conservation Advisory Committees and to pass by-laws in accordance with The Ontario Heritage Act to designate buildings, districts and sites of historical, cultural or architectural merit or uniqueness so as to prevent their demolition or destruction through alteration.

13.8 Encourages the Waterloo Heritage Foundation and Local Architectural Conservation Advisory Committees to prepare and maintain lists of all buildings and structures of historical or cultural or architectural merit or uniqueness including facilities and sites indentified in provincial and federal historic building and site inventories.

13.9 Will encourage and support Area Municipalities and landowners to conserve and protect heritage resources designated under the Ontario Heritage Act in the development of land by incorporating such features in open space areas and through the use of zoning by-laws, sign by-laws, site plans and other controls to ensure development within or adjacent to heritage resources is designed, sited or regulated in such a manner so as not to conflict with or destroy such features whenever possible.

13.10 Will, notwithstanding the land severance requirements of this Plan as set out in Policies 5.30 and 6.13, permit the severance of a lot containing a building or site designated by an Area Municipality pursuant to the Ontario Heritage Act subject to the following:

(1) where the proposed lot containing the designated building or site is to be located within a proposed plan of subdivision:

a) require the owner or subsequent owner of the designated building or site to become a party to the submission of the draft plan of subdivision;

b) require the owner or owners of the land to be subdivided around the designated building or site to provide a temporary right-of-way to an existing public road for the designated building or site;

c) require the owner or owners of the lands to be subdivided around the designated building or site to eventually provide such building or site with public road frontage in the design of the proposed subdivision;

d) require the lot containing the designated building or site to comply with the by-laws and requirements of the Area Municipality, and where applicable, the Regional Health Unit.

(2) Where two or more farms have been or are to be merged in title into one ownership, a designated building surplus to the needs of the merged farm may be served subject to Policy 5.32 of this Plan and policies relating to surplus farm-related residential units or farm buildings included in Area Minicipal Official Plans.

13.11 Encourages and may participate with the Waterloo Regional Heritage Foundation, Area Municipalities, the Province of Ontario and other agencies in the preparation of a comprehensive inventory or registry of sites or areas of archaeological significance.

13.12 Recognizes that general distribution of information on archaeological resources may result in vandalism and intentional destruction or disturbance. In order to protect archaeological resources, the Regional Municipality will not publish or release information from archaeological inventories or registries except to Area Municipalities, agencies and property owners on a need-to-know basis.

13.13 Requires that where the potential presence of an archaeological resource has been identified by the Ministry of Citizenship and Culture an archaeological study be undertaken for the applicant by an archaeological consultant.

13.14 Requires that lands or sites identified by archaeological studies required under Policy 13.13 above containing the remains of human beings to not be developed so as to remove or disturb such remains except in accordance with The Cemeteries Act.

13.15 Requires that lands or sites identified by archaeological studies as containing archaeological resources be protected from destruction or alteration wherever possible; and where not possible or feasible requires that a reasonable opportunity be afforded by the developer to allow appropriate agencies or groups to salvage or catalogue such archaeological resources under the supervision of the Regional Archaeologist of the Ministry of Citizenship and Culture prior to the commencement of construction or site grading on such lands.

The Waterloo Regional Heritage Foundation

The Waterloo Regional Heritage Foundation was incorporated as a non-profit organization by Letters Patent on February 13, 1974. It is a separate legal entity from the Regional Municipality of Waterloo, thus having no legal relationship whatsoever with the Region. It was originally incorporated to provide a separate funding umbrella for heritage-oriented groups within the Region. The Foundation was established as a single heritage body to which grants could be made and from which these grants could be further distributed for the promotion of heritage activites across the Region. The Foundation is funded by an annual per capita grant from Regional Council and its affairs are administered by Regional Staff.

Membership in the Heritage Foundation consists of a Board of Directors appointed by several local heritage groups and members-at-large who are elected annually from among citizen applicants. Representatives from the Region are the Chairman of the Region, who is Director exofficio of the Foundation, the Clerk of the Region, who always becomes the Secretary of the Foundation, and the Treasurer of the Region, who always becomes the Treasurer of the Foundation.

The Waterloo Regional Heritage Foundation has been instrumental in

the promotion, protection and preservation of a number of heritage resources within the Region. For example, the Foundation was the moving force behind the restoration of the Joseph Schneider Haus and the creation of the Doon Pioneer Village. The operation and management of these two projects, however, was considered to go beyond the scope and objectives of the Foundation and were thus placed within the legal authority of the Region.

The Foundation has also used heritage funds for the restoration of the Tremaine map of the County of Waterloo, to support heritage studies such as the Industrial Heritage Inventory and the Waterloo Scenic Roads Review, to aid publications such as local historical pamphlets, walking tour guides and museum and art gallery brochures. Funds have been used as seed money to aid the establishment of LACACs in four townships, and for the acquisition of archival materials and the microfilming of fragile area newspapers. The Foundation is involved in erecting plaques, whereby 50% of the cost is absorbed by the Foundation. It has also held conferences for the LACACs within the Region as information and experience sharing workshops and has applied for Provincial funds on behalf of area municipalities for the hiring of summer students to initiate, continue and complete local inventories of heritage structures.

Since the Region is the Foundation's sole source of funding, it has been given authority to conduct fund-raising campaigns and accept contributions and donations from private agencies and individuals.

Regional Historic Sites Department

The Regional Historic Sites Department is an administrative department within the Regional structure which carries out the legal authority of the Regional Municipality of Waterloo. Its purpose is to provide an in-house professional staff that is available for consultation on heritage matters at the Regional

level. Though it may work in co-operation with the Waterloo Regional Heritage Foundation on many programmes, there is no legal relationship between these two heritage bodies.

The Department is responsible for promoting tourism of Regional heritage resources and facilities. Since the acquisition of Schneider Haus and the Doon Pioneer Village, the Historic Sites Department has added the operation and management of these museums to its list of responsibilities. Both ventures have proved very successful.

APPENDIX "G"

HERITAGE POLICIES OF TWO URBAN AREAS

HERITAGE POLICIES OF TWO URBAN AREAS

City of Winnipeg

The City of Winnipeg has been very active in recent years in the heritage conservation movement. As one of a few cities that did not experience an economic boom in the years following World War II, Winnipeg underwent relatively little redevelopment of the kind experienced by cities across Canada and North America. Today planners and conservationists are claiming that the "no boom years" were a boon to heritage conservation.

In 1977, the City adopted a by-law which lists the criteria for selection of historical buildings. These are:

a. significance in illustrating or interpreting history in the City,

b. association with important historic personages or events,

c. illustration of the architectural history of the City, and

d. distinguishing architectural characteristics of a style or method of construction.

The City has created three categories of heritage buildings:

Grade 1 buildings are those of outstanding architectural or historic merit where the entire building (interior and exterior) is of special interest.

Grade 2 buildings are preserved for their exterior and sometimes for a particularly significant interior element, such as a staircase.

Grade 3 buildings are protected from demolition where demolition is considered unnecessary. When demoltion is approved, this listing regulates the manner in which the building is dismantled in order to preserve interesting

components.

Buildings may be designated and thus placed on the Buildings Conservation List either by City Council or by the Commissioner of Environment.

In its booklet Design Guidelines, written for the Historic Winnipeg Restoration Area, the City has established specific regulations to maintain the historic character of the area. Under the section "Mandatory Requirements" the City has listed use, height, surface materials and textures and colours to be considered and controlled. In the "Development Guidelines" section, such aspects as setback, proportion, pattern/rhythm and architectural details are considered for "achieving the appropriate design".

The City of Winnipeg has also written a report, completed in 1984, on tax relief for heritage buildings entitled Heritage Building Tax Relief Measures: Financial Impacts on the City of Winnipeg. Two types of tax relief have been considered by the Task Force that undertook this report:

a. A temporary transfer of building assessment from taxable to exempt status where "Grade 1 and 2 buildings ...on the Buildings Conservation List which are under substantial rehabilitation be transferred from the taxable column to the exempt column of the Assessment Role and remain exempt until work is substantially complete or for two years, whichever is earlier".

b. A temporary building taxation subsidy is granted where a freeze is put on the assessment of a property for a period of five years. The grant is provided upon submission of a receipted tax bill. The land continues to be taxed at the current assessment and mill rates.

Yet much depends on what the Task Force calls "qualifiers" for estimating costs and benefits of a tax relief programme to the

City. These qualifiers are:

(i) the life of the building

(ii) the value of the improvements

(iii) the number of building owners who take advantage of the programme

(iv) the extent to which the programme underwrites renovation that would have occurred in any case

(v) the extent to which renovations of heritage buildings displace development elsewhere in the city

(vi) the manner in which the tax relief is structured.

Taking examples from the American experience the Task Force concluded that:

> "...if tax relief is to be effective in achieving the goals of heritage preservation, it should be tied to some committment on the part of the owner to upgrade, repair or restore his building".

(For more details on Winnipeg's Tax Relief programme see their report "Tax Relief for Heritage Buildings" File FL-2.2).

Seattle Community Development

Seattle's Landmarks Preservation Ordinance (No.106348) states its purposes with regard to preservation of heritage resources as being:

1. to protect (by preserving and/or designating) objects in Seattle which are of historical, sociological, architectural and cultural significanace;

2. to foster civic pride in the beauty and accomplishments of the past;

3. to stabilize or improve the aesthetic and economic vitality and values of such sites, improvements and objects;

4. to protect and enhance the City's attraction to tourists and visitors;

5. to promote the use of outstanding sites, improvement and objects for the education, stimulation and welfare of the people of the City; and

6. to promote and encourage continued private ownership and use of such sites, improvement and objects now so owned and used.

The Seattle Community Development cites a set of six possible criteria where one or more must be met in order for buildings older than 25 years to be designated for preservation:

1. it is the location of, or is associated in a significant way with, an historic event with a significant effect upon the commuity, city, state or notion; or

2. it is associated in a significant way with the life of a person important in the history of the city, state, or nation; or

3. it is associated in a significant way with a significant aspect of the cultural, political, or economic heritage of the community, city, state or nation; or

4. it embodies the distinctive visible characteristics of an architectural style, or period, or a method of construction; or

5. it is an outstanding work of a designer or builder; or

6. because of its prominence of spatial location, contrasts of siting, age, or scale, it is an easily identifiable visual feature of its neighbourhood or the city and contributes to the distinctive quality or identity of such neighbourhood or the city.

Based on these criteria, the City has been able to maintain many historic projects such as the Harvard-Belmont Landmark District, the Columbia City Landmark District and the Pike Place Market Historical District.

APPENDIX "H"

INVENTORY OF METROPOLITAN HERITAGE STRUCTURES

We wish to acknowledge the assistance of the Toronto Historical Board in providing the information for Appendix H.

BATHURST BRIDGE

Address: Bathurst & Front

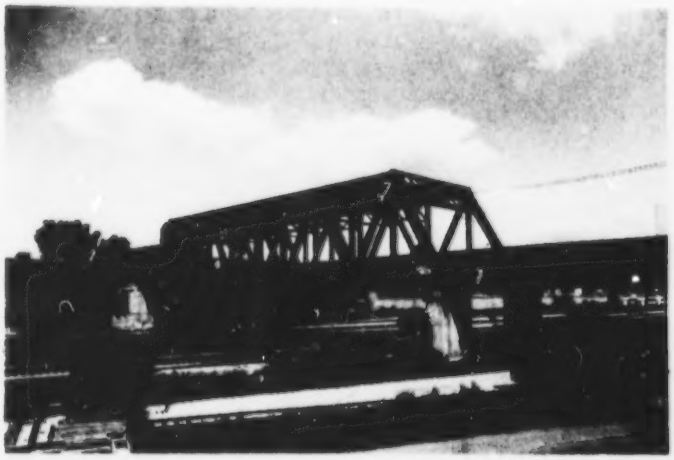
Value: Architectural
Historical

Type: Miscellaneous

Date: 1903

Builder: Canadian Bridge Limited

Size: 750 tons,
198 ft long



Materials: steel frame (riveted)

Features:
- overhead steel struss structure
- plaque and N.W. corner says "built in 1903 Canadian Bridge Limited
- wrought iron handrails extending through the 1931 addition

Remarks: Built in 1903, it is a good example of a truss bridge built at that time. It was originally located at the Humber River and Lakeshore Road until 1916, when it was moved to its present location. It was realigned slightly in 1931. (The 400 foot southerly addition on Bathurst Street is not included in this listing.)

OLD CITY MORGUE

Address: 86 Lombard St.

Value: Architectural

Type: Public

Date: 1907

Builder: R. McCallum, City Architect

Size: 2 storeys

Materials: red brick, stone

Features: stone entrance, rusticated lower window trim, upper band course, pilaster capitals, red pressed brickwork

Remarks: This building is a good example of late Renaissance Revival, a style very popular for public buildings at that time. It was the third building designed as a City Morgue. It ceased to function as a morgue in 1975 when it was turned into a women's cultural centre. It now serves as an emergency shelter for the United Church's Fred Victor Mission.

POPLAR PLAINS PUMPING STATION

Address: 235 Cottingham St.

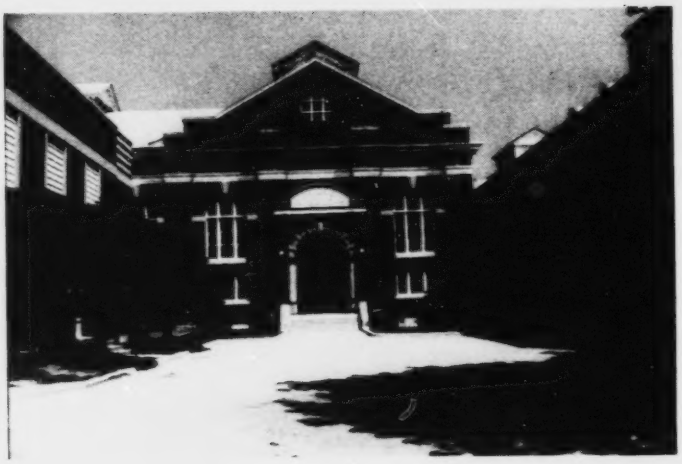
Value: Architectural
Historical

Type: Miscellaneous

Date: 1906

Builder: R.C. McCallum

Size: 1 storey



Materials: stone, brick, metal, wood trim

Features:
- original sections with stone foundation, brick walls with shallow pilasters and round arched windows with stone sills and keys and round arched entry with surround plus datestones
- irregular wing additions

Remarks: A prominently located example of a Public Works building that is indicative of the historic development of the era.

PRINCE EDWARD VIADUCT

Address: Bloor Street

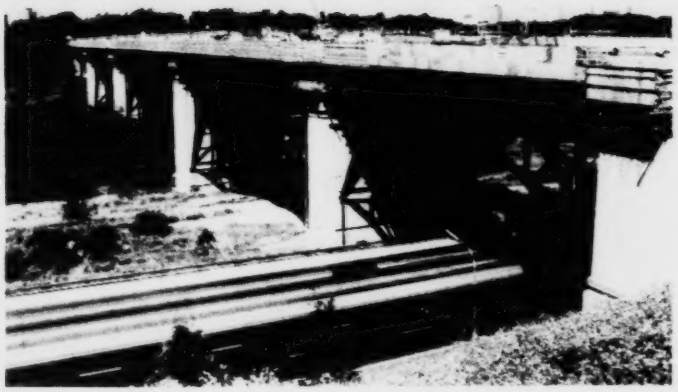
Value: Architectural
Historical

Type: Miscellaneous

Date: 1915-1919

Builder: Thomas Taylor, Eng.
Edmund Burke, Arch.

Size: 86' wide
5267' long



Materials: steel arches, reinforced concrete

Features: cantilevered sidewalks, lower decks to accommodate electric railway, panelled concrete approaches, concrete piers, pierced hand railings with crushed aggregate finish

Remarks: The Viaduct comprises the Rosedale and Don Valley Bridges which join Bloor Street East to Danforth Avenue. It is considered a major early engineering project because it created a new N.E. exit from the City, prompting rapid development of East Toronto. It also anticipated the arrival of a subway system before the City had planned for it. Its structural design provided accommodation for a future electric rail system which was not used until the construction of the Boor-Danforth subway line in 1960, 40 years later.

OLD CITY HALL

Address: 60 Queen St. W.

Value: Architectural
Contextural
Historical

Type: Public

Date: 1889-1899

Builder: E.J. Lennox

Size: 6 storeys

Materials: Credit Valley masonry, New Brunswick stone, copper, red brick, wrought iron

Features: off-centred clock and bell tower, grand entrance under 3 large arches, steep copper roof, intricate carvings, molded beams, mosaic tile floors, murals and stained glass

Remarks: This building served as Toronto's third City Hall and was designed in the Richardson Romanesque style. The bell tower was designed to terminate the vista up Bay Street. The letters interspersed along the sides spell out "E.J. LENNOX, ARCHITECT".

POLICE STATION #13

Address: 674 Markham St.

Value: Architectural
Contextual

Type: Public

Date: 1912

Builder: City Architect

Size: 2 storeys

Materials: brick

Features:

Remarks: Built as a police station in the early part of this century, the building also included a stable for the care of its horses. It is one of a few remaining examples of police stations and public buildings representative of the turn of the century architecture. It now serves as a Metro Ambulance station.

HOUSE

Address: 25 Spadina Rd.

Value: Architectural
Contextual

Type: Residential

Date: 1897

Builder: F.H. Herbert

Size: 2 storeys

Materials: stone, brick

Features: red sandstone base, red brick walls, tile gable, hipped dormer

Remarks: Romanesque Revival in style, the building is important for the visual harmony presented by the red sandstone base and the reds brick walls. Unique bracketed detailing of the balcony, unusual brick gable, a curved corner bag window and a hipped dormer add to its urban context.

HOUSE

Address: 95 Bellevue Ave.

Value: Architectural

Type: Residential

Date: 1887

Builder: D.B. Dick

Size: 2 storeys

Materials: brick, wood, sandstone

Features: fanlights, pink sandstone base, decorative brickwork, steeply pitched gables

Remarks: This house was built by Dr. Henry Machell, a Toronto physician specializing in infant care, and an early supporter for the Hospital for Sick Children. The house has been used as a nursery and day care centre since 1917. Its present function indicates a sympathetic re-use of a former residence which maintains the character of the building, the street and the neighbourhood.

ST. ANDREW-BY-THE-LAKE

Address: Toronto Islands

Value: Architectural
Historical

Type: Religious

Date: 1885

Builder: A.R. Denison

Size: 1 storey

Materials: brick, oak beams

Features:

Remarks: The church was built to serve the residents of the Toronto Islands, who, until then, attended services in the home of George Gooderham. Of particular interest are the stained-glass windows depicting the Crucifixion, Jesus stilling the tempest, and many other scenes. Certain windows were donated by such prominent families as the Ryries, the Bickfords and Bishop Reeve.

GIBRALTAR POINT LIGHTHOUSE

Address: Toronto Islands

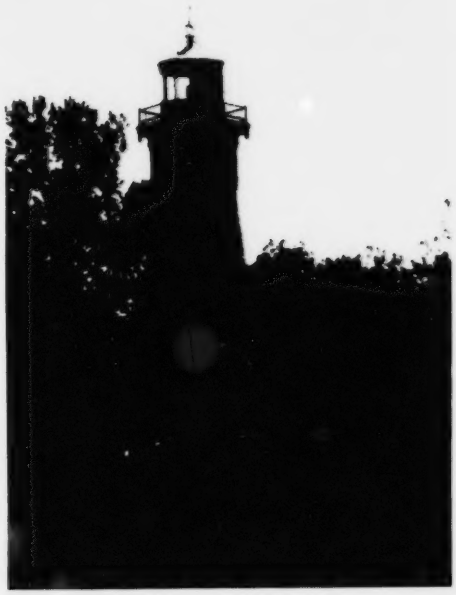
Value: Architectural
Contextual
Historical

Type: Public

Date: 1808

Builder: Thomson (mason)

Size: 82' ht.
(after extension
in 1832)



Materials: brick, stone, limestone

Features: - hexagonal in shape with a brick base and completed in stone

Remarks: This is the oldest existing lighthouse in the Canadian Great Lakes system and one of the first three buildings Governor Simcoe planned for the new town of York. Its legend of being haunted began with the mysterious death of the first lightkeeper and the subsequent discovery of a coffin and a skeleton nearby.

POLICE STATION #12

Address: 2398 Yonge St.

Value: Architectural

Type: Public

Date: 1931-32

Builder: J.J. Woolnough, City Architect

Size: 2 storeys

Materials: buff brick and stone

Features:
- Moderne style with strong emphasis on horizontal banding
- stone band course, trim and base, copper flashing
- 2 storey stone entrance detail echoed in second entrance

Remarks: This important building forms an integral part of a group of buildings in the immediate area. It is a prominently located example of Woolnough's civic work and an important architectural design achievement in the North Toronto community. This was the site of the Town Hall, built in 1884 by York Township. The building later housed North Toronto's municipal offices and after annexation to the City of Toronto, the building was used as a police substation. The present building was erected in 1931 as the new police station and the old cornerstone from the 1884 building remains in the newer edifice.

HORSE PALACE

Address: Exhibition Place

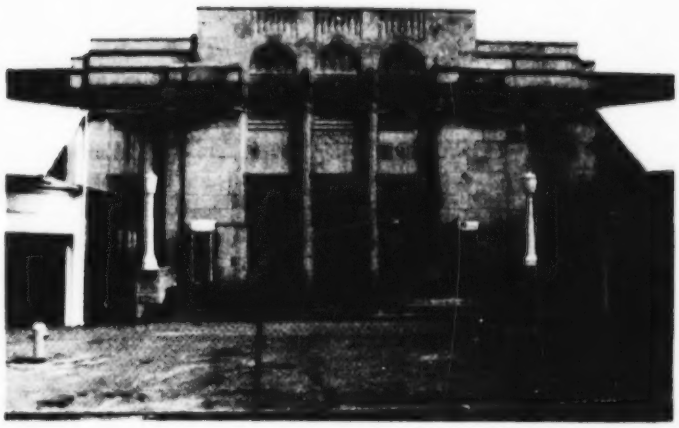
Value: Architectural

Type: Public

Date: 1931

Builder: J.J. Woolnough

Size: 2 storeys



Materials: concrete, decorative metal work

Features: arched entrances, west cupola, embellished window pandrels, stair railings, metal details in animal stalls, low relief sculptured freezes and lettering

Remarks: Art Deco in style, the Horse Palace was built to accommodate exhibits of the Royal Winter Fair.

AUTOMOTIVE BUILDING

Address: Exhibition Place

Value: Architectural
Contextual

Type: Public

Date: 1929

Builder: Douglas Kertland

Size: 1 storey &
mezzanine

Materials: cast stone

Features:
- Art Moderne pavilion with simplified classical elements
- fenestration inset with metal spandrel panel
- iron grillwork
- Roman arched windows at entrance

Remarks: The Automotive Building is significantly sited in order to formally frame the Princes' Gates and boulevard. Recently renovated, the building is highly visible from both the Exhibition Place grounds and the lakeshore.

BANDSHELL

Address: Exhibition Place

Value: Architectural
Contextual

Type: Public

Date: 1936

Builder: Craig & Madill

Size:

Materials: wood, brick, concrete, stucco

Features:
- Art Deco bandshell, geometric decoration at rim and flanking sides of shell
- axial view of horticultural pavilion
- south elevation obscured by restaurant

Remarks: Well sited in relation to the neighbouring buildings, the Bandshell is an integral component of the west end of the Exhibition grounds. It also holds a "sentimental" value for many people, as it was a place to congregate and listen to a variety of bands and bandleaders from the 1930s to the 1950s.

COLISEUM

Address:	Exhibition Place
Value:	Architectural Contextual
Type:	Public
Date:	1922-1926
Builder:	G.F.Price (1922); east & west annex buildings by J.J. Woolnough (1926)
Size:	2 storeys

Materials: brick, metal

Features:
- largest building under a single roof in the world at time of construction
- metal domed towers related to Horse Palace west entrance
- 1962 facade over main face of building
- large thermal windows above annex entrance

Remarks: Although significantly altered, the Coliseum, in conjunction with the Horse Palace and the Cattle Building constitute a major assembly of Exhibition buildings.

CATTLE BUILDING

Address: Exhibition Place

Value: Architectural
Contextual

Type: Public

Date: 1926

Builder: J.J. Woolnough,
City Architect

Size: 2 storeys

Materials: brick, stone

Features:
- simple Art Moderne
- angled corner entry
- carved stone animals in facade
- simplified facades matching Coliseum in style and material

Remarks: In conjunction with the Horse Palace and the Coliseum, the Cattle Building constitutes an integral part of this major assembly of Exhibition Place buildings.

FIRE HALL

Address: Exhibition Place

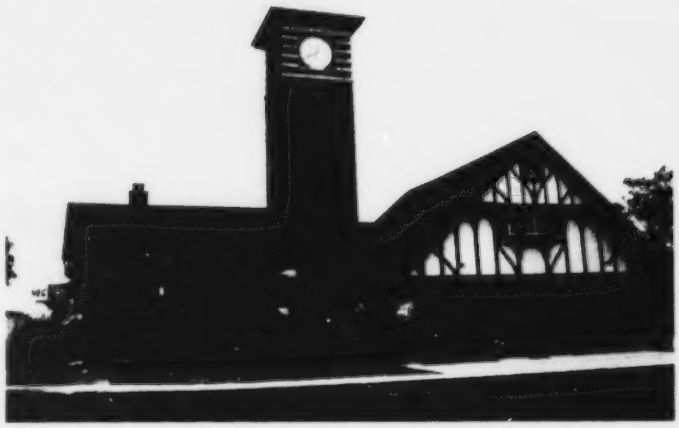
Value: Architectural
Contextual

Type: Public

Date: 1912

Builder: G.W. Gouinlock

Size: 1 1/2 storeys



Materials: brick, copper trim, Tudor stucco

Features:
- clock tower with shallow pitched copper roof and polychromed brick banding
- tower functioned for drying hoses
- Tudor stuccoing in gables
- residential scale

Remarks: The Fire Hall is significant as one of Gouinlock's later Exhibition buildings, and maintains an architectural scale similar to the Music Building. Alterations which have occurred, have not changed the structure's basic character.

MUSIC BUILDING

Address: Exhibition Place

Value: Architectural
Historical

Type: Public

Date: 1908

Builder: G.W. Gouinlock

Size: 1 storey

Materials: brick, precast concrete, metal work

Features:
- three domed lanterns over linked polygonal forms
- balustraded deck with metalwork detailing at cornice
- windows altered and boarded

Remarks: The Music Building in Exhibition Place is important for architectural reasons. Built in 1908 as the Railways Building, it is one of several important Exhibition buildings designed by architect G.W. Gouinlock in the Beaux Arts style. Three domed lanterns covering the unusual three-part structure provide natural light to the interior spaces and give a distinctive and festive form to the exterior. With its prominent domes and classical detailing, the building is a focal point at the junction of Quebec Street and Manitoba Drive. The Music Building (1908) along with the Press Building (1905) and the Horticulture Building (1907), are the earliest Exhibition buildings still remaining, and with the Arts & Crafts Building (1912) and the Fire Hall (1912), form an irreplacable related grouping of pre-World War I Exhibition structures all designed by Gouinlock.

ARTS AND CRAFTS BUILDING

Address: Exhibition Place

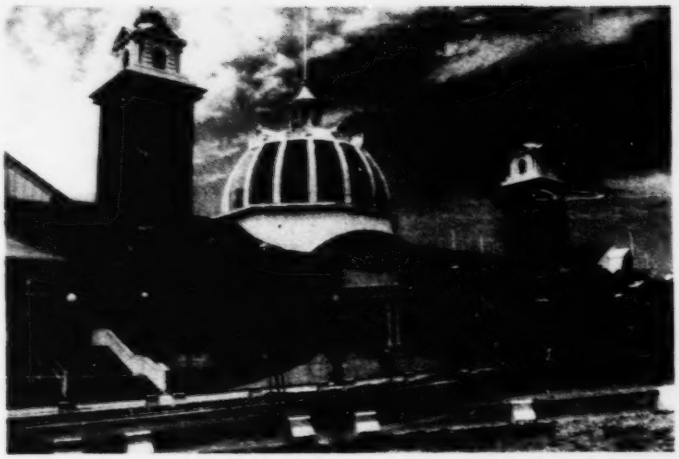
Value: Architectural
Contextual

Type: Public

Date: 1912

Builder: G.W. Gouinlock

Size: 1 storey



Materials: brick, precast concrete, stone, metalwork

Features:
- large central glazed dome with flanking towers
- large porticoed entrances, steps for southern entrance adjust to sloping grade level
- stone base, decorative brickwork, ornamental metalwork at cornice line
- additions and renovation in 1980 do not alter the principle facade

Remarks: The Arts & Crafts Building (formerly the Government Building) is Gouinlock's largest remaining Exhibition building. Its dome and towers relate contextually to the other buildings on the west end of Exhibition Place (Horticulture, Ontario Government and Music buildings) and its location allows it to form a focal terminus at the entrance from Dufferin Street and at the end of Saskatchewan Road.

HORTICULTURE BUILDING

Address: Exhibition Place

Value: Architectural
Contextual

Type: Public

Date: 1907

Builder: G.W. Gouinlock

Size: 1 storey

Materials: brick, precast concrete, stone, decorative metalwork

Features:
- symmetrical E-shaped plan with large, glazed central dome
- renovated portico entrances with porch columns and metal cornicework
- abundant glazing

Remarks: Built by Gouinlock in 1907, the Horticulture Building is a finely executed Beaux Arts pavilion. It is closely related to the Arts & Crafts and Music buildings in terms of detailing and use of materials. Its excellent location allows the Horticulture Building to maintain formal axial relationships with the neighbouring buildings in a manner which is appropriate to Beaux Arts princples of design.

CARLSBERG BUILDING

Address: Exhibition Place

Value: Architectural
Contextual

Type: Public

Date: 1926

Builder: Chapman & Oxley

Size: 2 storeys

Materials: cast stone

Features:
- Beaux Arts design -- interior court
- large dome relates to earlier buildings at west end of Exhibition Place and lake
- high degree of detail -- Corinthian columns
- sculpture of four lions by C.D. McKenchnie
- commercial painting has obscured original gilt "Sunburst" on dome

Remarks: Designed by the architects of the Princes' Gates, and the Sunnyside Bathing Pavilion, the Carlsberg Building, of all the C.N.E. buildings, maintains the best visible relation with the lake.

ERRATA:

The Carlsberg Building is more properly known as **THE ONTARIO GOVERNMENT BUILDING**

PRESS BUILDING

Address: Exhibition Place

Value: Architectural
Contextual

Type: Public

Date: 1905

Builder: G.W. Gouinlock

Size: 2 storeys

Materials: brick, metalwork

Features:
- symmetrical plan -- central entry and side pavilions
- elaborate decoration in imitation of rusticated stone work
- keystones with broken pediments above
- new entrance in 1979 is similar to original

Remarks: Gouinlock's first Exhibition building, the Press Building is a small scale but highly detailed Beaux Arts structure. Its principle facade is important in establishing a formal edge to the fountain plaza, a relationship reinforced by Gouinlock's later Horticulture Building.

PRINCES' GATES

Address: Exhibition Place

Value: Architectural
Contextual

Type: Public

Date: 1927

Builder: Chapman & Oxley

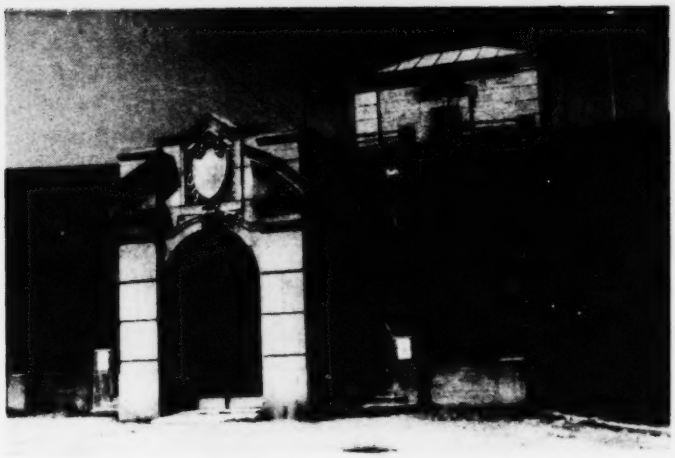
Size:

Materials: stone concrete

Features:
- Beaux Arts gate, central gate has Roman arch with two flanking pavilions
- statuary includes "Winged Victory" figure at apex
- inscription in frieze "Canadian National" 1879 Exhibition 1927

Remarks: The Princes' Gates are an important landmark within the City. They were designed by the architects of the Sunnyside Bathing Pavilion and the Ontario Government Building. They were dedicated to the Princes Edward and George, later to become King Edward VII and King George VI.

Other Metro-Owned Heritage Structures



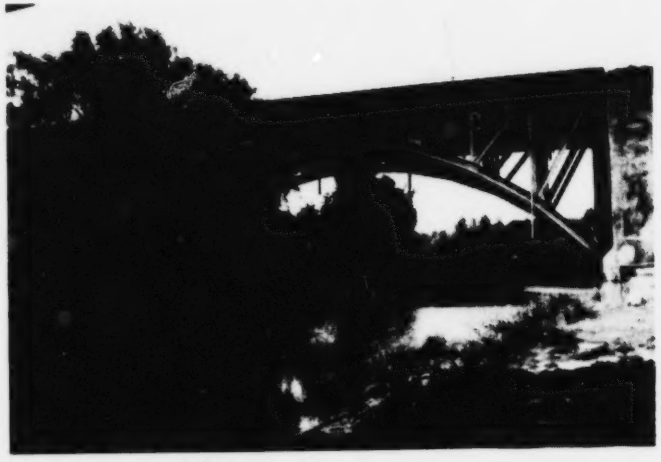
St. Clair Pumping Station
301 St. Clair Avenue West

R.C. Harris Filtration Plant
Nursewood Avenue

Island Pumping Station
Toronto Islands

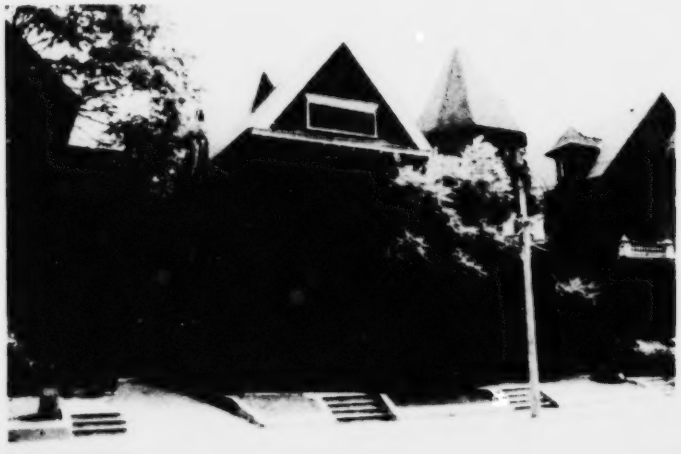
Ossington Avenue Polic Station
756 Ossington Avenue

Other Metro-Owned Heritage Structures

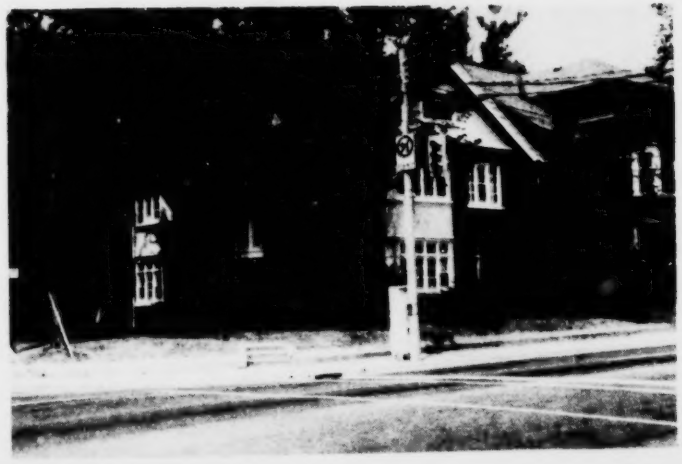


Humber Bridge
Junction of Bloor Street,
Humber River and Old Mill Road

Jackson Estate (VALLEY HALLA VILLA)
Metro Zoo Lands



House
33-35 Spadina Road



House
106 Spadina Road

INFORMATION TO THE READER

This report is one of a series of background and proposal studies undertaken in the general area of "heritage conservation" as part of the Metropolitan Plan Review.

All members of the community are invited to comment on the matters presented. It is hoped that individuals and organizations with particular expertise on items raised here will convey their conclusions, concerns and recommendations. These comments will be considered and reported in the preparation of policy recommendations which will follow.

Submissions should be sent to:

Metropolitan Toronto Planning Department
Policy Development Division
East Tower, 11th Floor
City Hall
Toronto, Ontario
M5H 2N1

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The "Metropolitan Plan Review" is a program to review the Official Plan For the Urban Structure: Metropolitan Toronto. The program was adopted by Metropolitan Council in March of 1986 and is available in printed form as "Report No. 1: Program, Metropolitan Plan Review". Copies are available from the above address.